

**WHAT METHODS WILL A MEDIUM SIZED LAW
ENFORCEMENT AGENCY UTILIZE TO REDUCE
LOST HUMAN RESOURCES TIME OF EMPLOYEES
INJURED ON DUTY BY THE YEAR 2003?**

**TECHNIAL REPORT
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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

Acknowledgements

The culmination of two years of participation on the POST Command College Program would not have been possible had it not been for the assistance and understanding of my wife - Cindy. She provided a sense of humor and reality during times when I seemed to be lacking both.

To the instructors and POST staff of the Command College, I thank them for a rewarding and challenging course of study that truly has changed how I view the future. The instruction was thought provoking and the inter-session work demanding.

As for my class-mates and colleagues who all helped me through - Thank You!

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INTRODUCTION

Issue Identification

The California workers' compensation system has been plagued by out of control costs, an ineffective delivery system and widespread abuse and fraud. Law enforcement managers must begin to look closely at their own agencies to determine methods to reduce lost human resource time of employees injured on-duty. The responsibility of law enforcement managers does not end with merely completing the appropriate paper-work and sending it through channels. Law enforcement managers have a responsibility and a duty to injured employees, their co-workers and the community to do everything possible to return the injured employee back to the work place as soon as appropriate, or in extreme, cases to assist the employee in obtaining all the industrial retirement benefits due.

The reality of a depressed economy has resulted in many law enforcement agencies having to lay-off police officers, or in some cases simply loose them through attrition. The days of following the recommended FBI police officer ratio per thousand of population seem to be over forever! Law enforcement leaders must take steps now and into the future to insure they protect the staff allowed to remain on the payroll. This means reducing the incidents of on duty injuries and returning injured employees back to work as soon as appropriate. How this is done and the exact methods employed must remain flexible depending on the agencies existing staff,

geographical location, and management resources available to address the issue. The one constant will be to create an organizational climate which discourages fraud and abuse of workers' compensation or disability retirement benefits and rewards injury avoidance and accelerated post injury recovery time.

WHY IS THIS ISSUE IMPORTANT?

When a law enforcement agency is unable to increase staff as crime rates and population increase, it becomes critical for that agency to get the most out of their staff. Many agencies have enlisted the aid of volunteers who are able to carry-out limited functions and act primarily as the eyes and ears to regular police officers. Some agencies have reduced or eliminated some of the non-emergency calls for service responded to in the past. At the same time most agencies across the country have experienced an increase in violent crime as the proliferation of illegal drugs and gangs appear to be on the rise. Police officers and citizens alike are frustrated as response times to calls for service become longer and longer. As always, law enforcement leaders do the best they can with what they have, or do they?

If asked the question, how many law enforcement managers in your agency would know "how many staff members filed on duty injury reports during the past year?". Make it easy by asking how many injury reports were filed in their section only. If they are able to get past that question without too much embarrassment, try these:

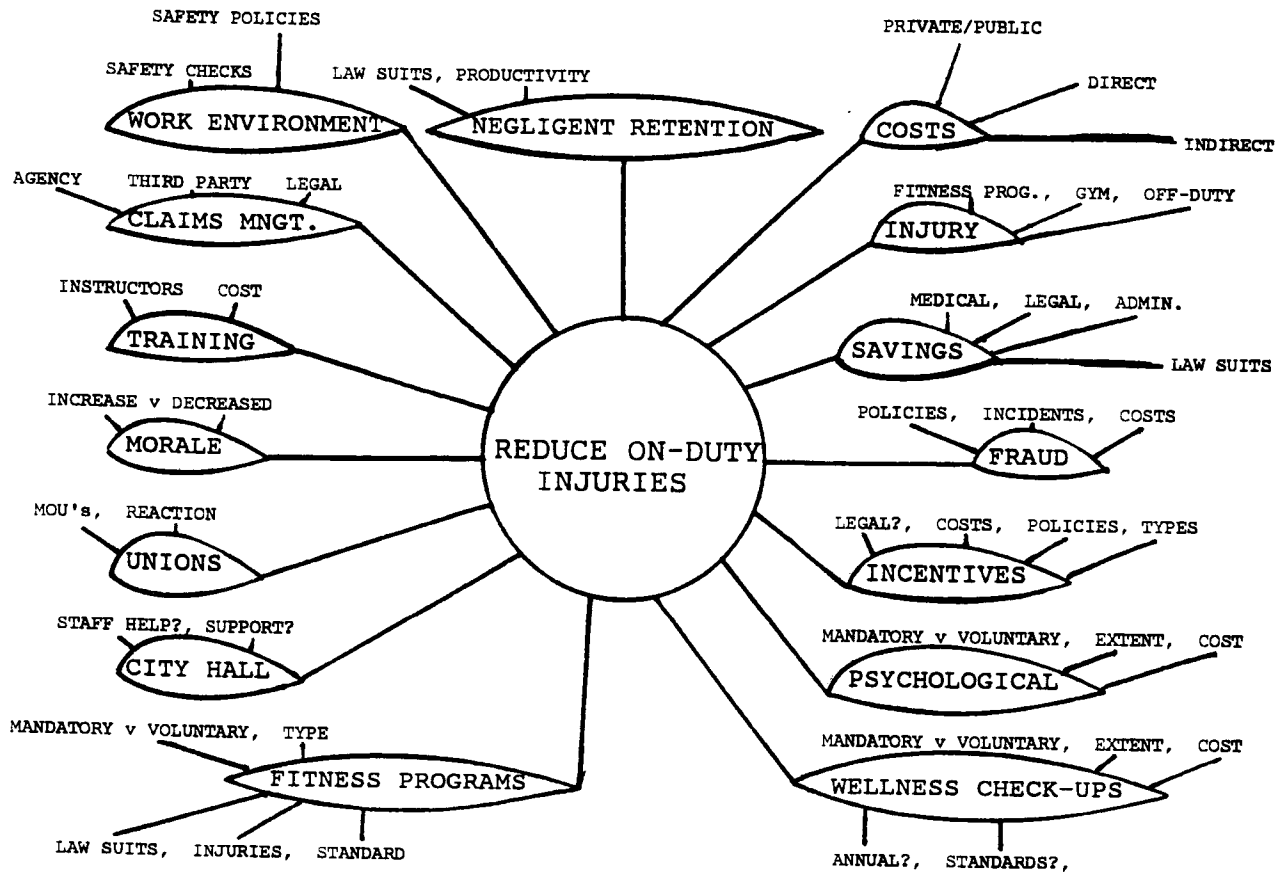
- 1) What do workers' compensation injuries cost this agency in terms of medical expenses? Legal? Rehabilitation? Administrative costs?
- 2) Can you name (if contracted) the agencies third party administrator tasked with administering workers' compensation claims?
- 3) How much lost human resources time did this agency experience last year due to on duty injuries? Agency wide or in your section?
- 4) What did you do personally to address the issue of lost human resource time as a result of on duty injuries? Could you have done more? And if so, what?
- 5) Does this agency have a comprehensive plan which addresses methods to reduce lost human resources time due to on duty injuries? If so, has the plan been communicated and understood at all levels of the organization?

If the response to any of the previous questions was a puzzled look or obvious lack of knowledge, your agency may be in for problems or are already there.

Illustration 1

FUTURES WHEEL

The following futures wheel was prepared to assist the researcher in visualizing the issue and various sub-issues relating to how a medium sized law enforcement agency can reduce lost human resources time due to on duty injuries. The futures wheel is also extremely useful when conducting individual or panel discussions.



FUTURES WHEEL

California and it's law enforcement personnel are facing many important challenges never imagined in this State. Leading demographers cite the flow of white-collar workers and jobs leaving the State at an unparalleled rate. Special Agent William Tafoya, a noted futurist with the Federal Bureau of Investigation (FBI), predicts an ebb of civil frustration and disobedience like none experienced before.¹

The significance of this prediction and the reality of harsh economic times translates into the importance of law enforcement agencies making the best use of human resources. Law enforcement managers must seek methods to prevent employee injuries or reduce recovery time when injuries occur. Workers' compensation law and on-going legislative reform continue as this paper was written and may even change prior to it's publication. However, the research and objectives are not dependant on legislation, although it is important that law enforcement managers keep informed of the on-going changes that may affect them and their staffs.

This paper has been written so that command level law enforcement managers may begin the process of asking some important questions concerning the organizational health of their agencies and the most valuable agency commodity - it's human resources. The primary question is "What methods will a medium sized law enforcement agency utilize to reduce lost human resources time to employees injured on duty by the year 2003?".

An examination of the issue question by the author and colleagues produced four related sub-issue questions for the study.

- What will provide better claims management?
- What will minimize on-duty injuries?
- What will reduce injury claim abuse and fraud?
- What will promote claims avoidance and faster injury recovery?

Literature Scan

A scan of the literature related to workers' compensation concerning the issue and sub-issues identified five goals that law enforcement command staff must view as necessary for effective management of lost human resource time due to employees being injured on-duty.

- Establish a clear, fair policy as related to on-duty injury claims.
- Develop an organizational mission statement specifically addressing on-duty injuries.
- Provide programs and incentives that are appropriate to the agency and promote injury avoidance and wellness.
- Do not relegate total claims adjustment to a third party administrator. Appoint an in-house workers' compensation team to review cases and make recommendations to department heads and other claims management as needed.
- Maintain open lines of communication with employees and workers' compensation managers that promotes an organizational atmosphere which encourages wellness and claims avoidance, but also protects employee rights, needs and the appropriate use of benefits.

Much of the literature search indicated that the management goals may be described in departmental policy and procedure, or communicated as a directive. It is critical that communication occur at all levels and that representatives of various employee groups be included in decisions relating to the goals.

Subject Matter Experts

The following subject matter experts identified the diverse aspects effecting the workers' compensation system and related ways in which law enforcement managers can understand it better.

The experts are:

Joanne G. Andrews - Workers' Compensation Judge
Sacramento, California

James C. Cuneo - Attorney At Law
Firm of: Cuneo, Black, Ward & Missler
Sacramento, California

Dr. Roland Dart, III - Professor, California State University,
Sacramento Criminal Justice Department
Sacramento, California
(916) 278-7529

Kirk Evans - Administrative Assistant To The City Manager
Lodi, California
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Yale Jones - Attorney At Law
Firm of: Jones, Clifford, Mcdevitt, Naekel & Johnson
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Marc Marcus - Attorney At Law
Firm of: Marcus & Regalado
Sacramento, California
(916) 441-1611

The experts generally agreed that law enforcement needs to get it's house in order, or face loosing some of the special entitlements such as full pay and benefits up to one year, and tax

free benefits, to name only a couple. The attorney experts noted the workers' compensation system is currently polarized and many in the medical and legal professions have a great financial interest in keeping it that way.

Workers' Compensation Judge Joanne Andrews described in frustration her concern that state legislation is "not responsive to the people in the trenches". She explained that workers' compensation judges, plaintiffs, employer attorneys, and injured employees all suffer from the confusing forms, need for duplicated information and often times conflicting rules and regulations. She noted that this confusing system has forced many claimants to obtain the services of an attorney to untangle the bureaucratic mess and ensure their compensation rights are protected. She explained that this is exactly what the current system is supposed to avoid.

Mentoring and Team Building Skills

During the course to the Commission on Peace Officer Standards and Training (POST) Command College, the author found that many of the instructors provided valuable insights into many of the nuances of interpersonal communications as they most specifically related to the ability and art of bringing individuals and groups together in order to accomplish personal and organizational goals. In order to accomplish the organizational changes needed to reduce lost human resource time due to injury, law enforcement managers must incorporate skills learned through mentoring and team building. It is not enough to simply dictate policy and expect sweeping

organizational change to occur. Law enforcement command staff must look toward subject matter experts who provide insight into the delicate process of leading and inspiring organizational change. The instructors were:

Margo Murray, an organizational consultant and author of the book *Beyond The Myths And Magic Of Mentoring*, noted in her book that many are exposed to the concept of facilitated mentoring. The process is described as a structure and series of processes designed to create effective mentoring relationships, guide the behavior change of those involved and evaluate the results for the proteges, the mentors and the organization.² Murray emphasizes in the text the importance of mentoring and coaching in the work place.

"Obviously, people must learn to live and work successfully with others of widely varying cultural backgrounds and needs. This increasing diversity is all the more reason for facilitating the mentoring process because the organization can then deliberately pair mentors and proteges from different ethnic or cultural backgrounds."³

To take this a step further one can easily see how individuals and small work groups could benefit greatly from mentoring. The need for work groups is critical to solving the issue question. The ability to work together is paramount to program success.

Dr. Jamieson and O'Mara define mentoring as "A one on one, often intense development process that usually extends over a period of time. The mentor may be the supervisor or someone else inside or outside the organization."⁴ The emphasis here revolves around an intense development process that usually extends over a period of time. This process does not merely involve sending out

a policy or procedure to be followed by all. To be effective this type of organizational change needs to be incremental and systemic to the organization.

It is the author's opinion that individual and small group change is enhanced by the use of mentoring, coaching, team building, or whatever term one chooses to describe the process. This process becomes invaluable when later conflict may arise or misunderstandings happen that can threaten the ability to resolve issues. An organization is made-up of various levels of staff; it is critical that some level of prior work be dedicated to creating an atmosphere trust and communication before any major project be initiated. Mentoring at all levels can provide a sound basis toward communication and trust.

Conflict Mediation

Mediating conflict between groups with opposing priorities and agendas can be a difficult task. It will be critical to this project that conflict mediation skills are discussed and understood. In order to accomplish organizational change input will be obtained from stakeholders operation in a group decision making form. It is important that the participants should come to see themselves as working side by side, attacking the problem, not each other. Hence the first proposition to separate the people from the problem, then focus on interests, not positions, and the difficulty of designing optimal solutions while under pressure.⁵ Communication is critical to mediating conflicts in order to avoid problems in communication it is necessary to listen actively and

acknowledge what is being said, speak to be understood, speak about yourself not them, and speak for purpose.⁶

In the text, *The Leadership Challenge*, the five fundamental practices that enable leaders to get extraordinary things done are: challenge the process, inspire a shared vision, enable others to act, model the way, and encourage the heart.⁷ Conflict resolution can work given a framework set early that encourages debate and mutual respect. The issue is the problem to solve, not personal attacks on the participants.

Measuring Effectiveness

No program, policy or procedure can truly be called successful unless there is some ability to measure its effectiveness over time. If policies and programs are instituted to reduce lost human resource time, some instrument for the measurement of effectiveness is critical. Law enforcement staff, policy makers, political bodies, and citizen groups may ask how the program is doing? To answer the question with verifiable data measurement processes must be predetermined and on-going. This research deals specifically with a medium sized law enforcement agency's ability to reduce lost human resource time due to employees injured on-duty by the year 2003. Data from today as compared to 2003 should provide clear results. An agency may also decide to track other factors such as:

- o Today's worker's compensation costs as compared to the year 2003. Medical, administrative, program, and other related costs can all be separated and quantified.

- o Differences in recovery time of today's injury's as compared to the year 2003.

The measurement instrument utilized by the agency should remain constant over the target time period so as not to skew measurement results. This would not preclude an agency from developing other measurements as they felt necessary.

Overview

The research is presented in three primary sections. Section one is a futures study that identifies ten related trends and ten possible future events impacting the issue question. As these trends and events unfold, discussed and analyzed, they will become the foundation for the development of three possible scenarios.

Section two provides a strategic management plan designed with the Lodi, California, Police Department as a model to illustrate typical mid-sized law enforcement agencies. A specific, most likely scenario, is selected to begin the process of developing a strategic plan to address the scenario. The plan identifies important stakeholders necessary to implement the plan along with analysis and processes necessary to manage the strategy.

Section three is the most important section of all, as it provides the transition management plan. This is the place where research and analysis end and practical methods are identified to put a working plan actually in effect. This plan will prepare management and staff with a blueprint looking toward the future.

Section I

Forecasting The Future

The issue and sub-issue are formulated in this section of the research. Ten events and ten trends are forecast, discussed in a structured group setting, and then analyzed. The events and trends will assist in the later formulation of future scenarios. The scenario should not be viewed as an invitation to fantasize away the problems. It offers a method for codifying in as firm a way as possible, the world which may exist given the occurrence of various events.⁸ At this point it is important to reacquaint the reader with the issue and sub-issues.

Issue

What methods will a medium sized law enforcement agency utilize to reduce lost human resource time of employees injured on duty by the year 2003?

Sub-Issues

- 1) What will provide better claims management?
- 2) What will minimize on-duty injuries?
- 3) What will reduce injury claim abuse and fraud?
- 4) What will promote claims avoidance and faster injury recovery?

As with many other research projects the original issue and sub-issues began in the author's mind somewhat differently than the final issues and sub-issues seen here. In fact, some research and analysis began to drift away from the original intent of the focus of what the author wanted to accomplish. Without the assistance of

the following people, issue and research might have continued to drift.

Roland Dart, III - California State University, Sacramento.
Professor and research advisor.

Jack Garner - Senior Consultant Commission on Peace Officer
Standards and Training.

Dorothy Harris - Private consultant and Command College
Instructor.

Karel Swanson - Chief of Police, City of Walnut Creek.

Had it not been for these four people giving of their time and expertise, the research focus and continuity would have been lost. The original issue began simply as "How would a mid-sized law enforcement agency manage workers' compensation claims by the year 2003?". In fact, the research and focus was directed toward how a mid-sized law enforcement agency would reduce lost human resource time of employees injured on-duty by the year 2003.

Events and Trends Formulation

The author convened a panel of twelve people having varying backgrounds, interests and expertise. The group was given time to digest the Nominal Group Technique (NGT) process and given basic instructions as they related to the entire process. The group panel members were:

- | | | |
|----|-----------------|--|
| 1) | William Barry | Lodi Police Field Training Officer |
| 2) | Melissa Cole | Lodi Police Crime Analyst |
| 3) | Kirk Evans | Workers' Compensation Manager, City of Lodi |
| 4) | Kennith Melgoza | Lodi Police Detective, representing the Police Officer's Association |

- | | | |
|-----|-----------------|---|
| 5) | Sandy Meyers | Secretary to the Lodi Chief of Police, responsible for police workers' compensation form claims |
| 6) | JoAnn Narlock | Personnel Director, City of Lodi |
| 7) | Tom Peterson | City Manager, City of Lodi |
| 8) | James Pinkerton | Mayor of the City of Lodi |
| 9) | Tamra Prachar | Assistant to the workers' compensation manager, City of Lodi |
| 10) | Keith Skillen | Lodi Police Dispatcher/Jailor |
| 11) | Marty Weybret | Editor/Owner, Lodi News Sentinel Newspaper. Circulation 18,000 |
| 12) | Michael Zane | Medically retired Lodi Police Sergeant. City Council Candidate |

For the purposes of this research, the panel defined events as one time occurrences. They are not necessarily indicators of past events or predictors of things to come. People experience events each day of their lives, and some impact them significantly, such as the death of a family member, while others may go by virtually unnoticed, such as a morning coffee break with a co-worker. They all effect people in some way, but in and of themselves they are one time occurrences. Trends in contrast are a series of events that indicate a pattern that one might forecast the next event to occur. Trends were examined in more detail after the panel forecast the events bearing on the issue.

In an effort to identify and forecast significant events and their most likely future on the topic, the Nominal Group Technique (NGT) and the Modified Conventional Delphi (MCD) processes were used. As mentioned in the introduction, a diverse group of

individuals were used to facilitate this process.

The Nominal Group Technique requires a group of people to be gathered to: (1) identify elements of a problem situation, (2) identify elements of a possible solution and (3) establish priorities. As the process unfolds, the group discussed the myriad of events that may or may not have impact on the topic. The group discusses the listed events primarily for clarification and then individually votes for each event to later be tabulated to reach the top ten events. The list of ten events is then discussed, and again an individual vote helps determine the final list of ten in rank order.

The Modified Conventional Delphi process required the group members to give numerical importance to the listed most important ten events. This process asks the member to consider a specific time period (T-1993 today, to T-2003 ten years from now) to forecast when they feel the stated event will occur. Using these figures, the median and the high and low mean deviation from the median are determined.

Both the Nominal Group Technique and Modified Delphi techniques are valuable steps in listing, evaluating and obtaining consensus to determine the most significant events which most impact the topic to be considered. It is through this process that significant events are not only identified, but are ranked and quantified. The process endeavors to challenge participants to look within themselves to find answers, then as a group to determine the most probable direction of further study.

The Nominal Group Technique identified the following ten events as the most significant to the impact of the management of claims of workers injured on duty and reduce lost human resource time.

- Event 1 Legislation passed requiring mandatory jail sentences for workers' compensation fraud conviction.
- Event 2 State plan embodied to review claims and increase threshold to prove job relativeness of injury to receive workers' compensation benefits.
- Event 3 Internal revenue service obtains legislation which eliminates tax free workers' compensation benefits.
- Event 4 Legislation passes requiring employers to provide vocational rehabilitation benefits which are no longer part of workers' compensation.
- Event 5 Cities required to develop fitness standards and wellness plan in order to receive state revenue sharing funds.
- Event 6 Legislation passes eliminating lump-sum settlements from workers' compensation.
- Event 7 Legislation passes limiting persons covered by the Americans With Disabilities Act (ADA) to limits/reduced workers' compensation benefits.
- Event 8 Legislation passes a one time bonus of \$50,000. for persons receiving normal service retirements.
- Event 9 State workers' compensation goes broke.
- Event 10 A single state wide "Los Angeles Type" riot occurs.

The following table represents the forecasts for the selected events:

Illustration 2

EVENT EVALUATION TABLE

Event	Yrs. Until Probability First Exceeds Zero	Probability 0 - 100%		Impact on the issue If Event Occurs	
		5 Years From Now (1994)	10 Years From Now (1994)	Positive 0-10	Negative 0-10
E-1 Law requires jail for Workers' Comp. fraud	.5	30	70	7	0
E-2 State increases claim threshold	1	40	90	5	2
E-3 Tax free benefits eliminated	6	40	90	7	2
E-4 Employers required to provide voca- tional rehab.	.5	30	60	8	4
E-5 Cities must develop fitness & wellness plan for State funds	6	30	60	9	2
E-6 Lump-sum settlements eliminated	7	30	60	4	0
E-7 Workers' Comp. benefits limited for ADA	8	70	90	5	2
E-8 \$50,000 bonus for normal service retirement	7	30	50	9	0
E-9 Workers' Comp. goes broke	15	0	40	0	9
E-10 State wide rioting occurs	6	60	90	4	7

Additional events which were forecast by the panel, but not selected in the final ten events, included:

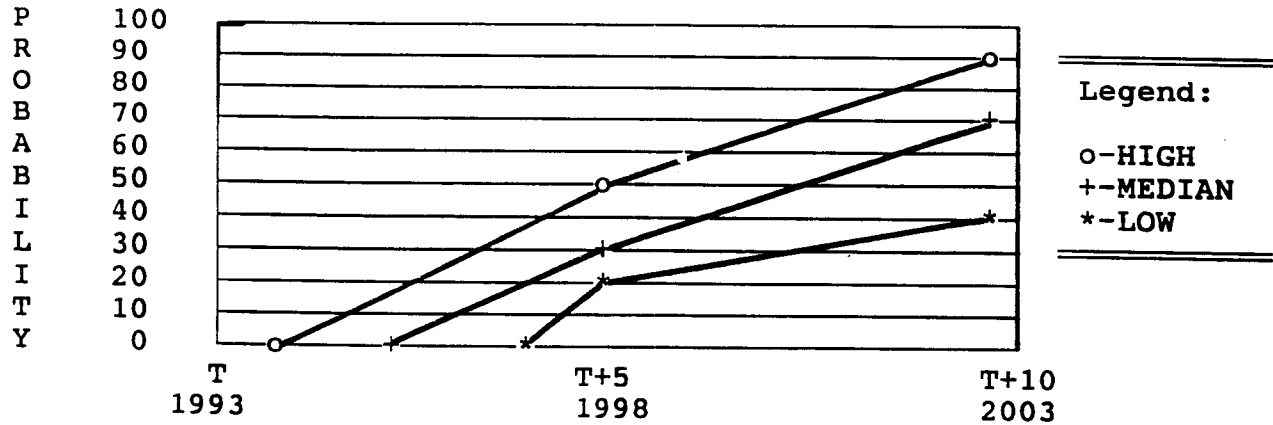
- 1) Mandatory peer review of on-duty injuries.
- 2) Lodi Police Department claims exceed \$500,000.
- 3) Police officer injured due to incompetent peer who was not physically fit. Lawsuit filed: negligent supervision, negligent entrustment, and negligent training.
- 4) Commission on Peace Officer Standards and Training (POST) requires minimum fitness standards for all police officers on an annual basis.
- 5) Law enforcement workers' compensation benefit of 48/50 time eliminated.
- 6) Technology eliminates need for police vehicle pursuits, injury claims down 25 percent.
- 7) Bill Clinton elected President, health care reform reduces health care costs to cities by 50 percent.
- 8) Law enforcement retirement age moved to 60 years.

Events, Graphs and Analysis

The following charts depict the panel's forecasted probability of occurrence for each of the listed events. The median forecast on the chart indicates the probability of the event occurring. The legend indicators (o,+,*,) designate the forecasts by: o-High Mean Deviation From The Median, +-Median, and *-Low Mean Deviation From The Median.

Illustration 3

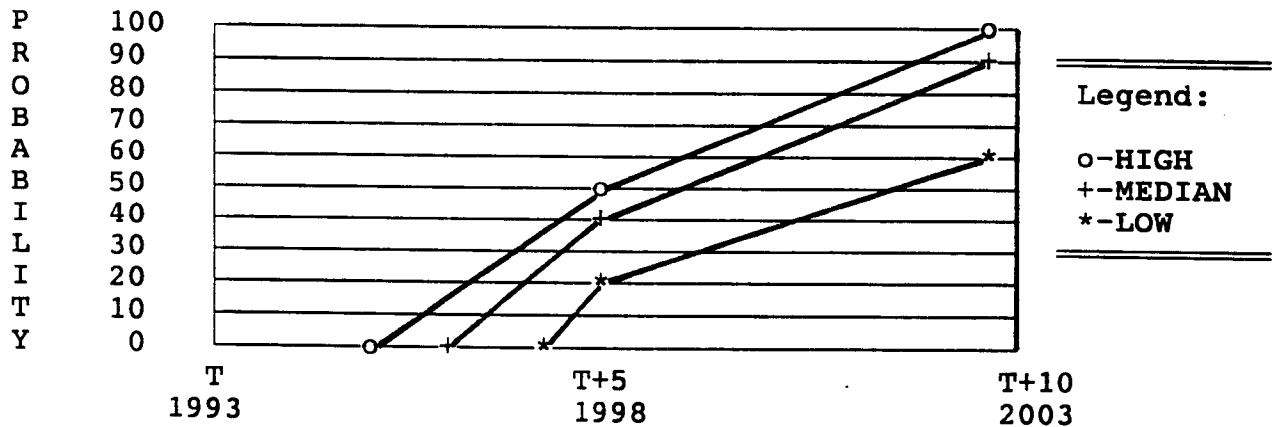
E-1: LEGISLATURE PASSES LAW REQUIRING MANDATORY JAIL SENTENCES FOR WORKER COMPENSATION FRAUD CONVICTION



The nominal forecast for Event 1 reflects concern that the Workers' Compensation system is plagued with widespread fraud. The consensus held that few real sanctions were in place to discourage fraudulent claims, over charging and unscrupulous lawyers, doctors and other providers who over burden the entire system. It was felt that criminal sanctions and mandatory jail sentences would substantially reduce rapid fraud. As one group member put it, "Worker's Compensation fraud pays. It pays quite well."

Illustration 3

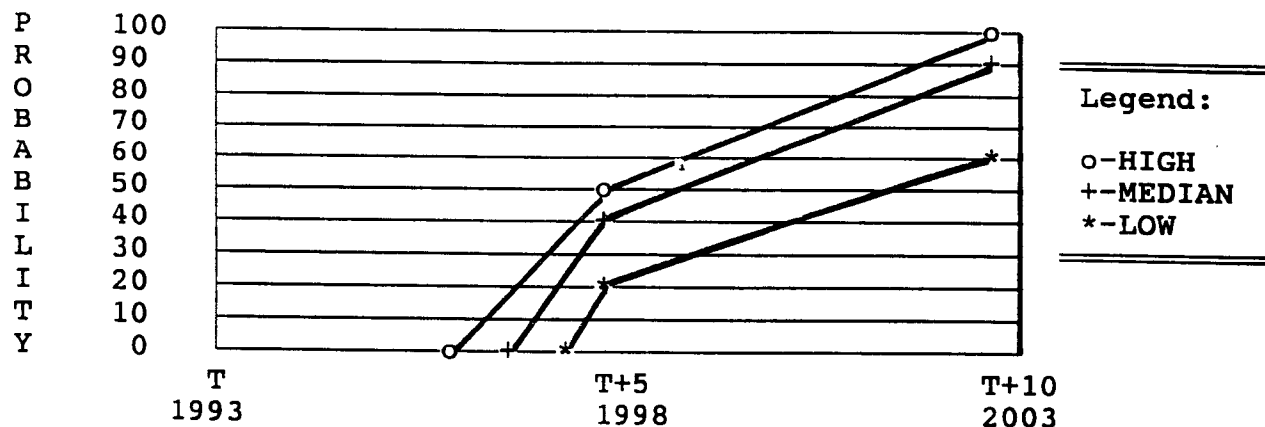
E - 2: STATE PLAN EMBODIED TO REVIEW CLAIMS AND INCREASE THRESHOLD TO PROVE JOB RELATIVENESS OF INJURY TO RECEIVE WORKERS' COMPENSATION BENEFITS



The panel's nominal forecast was that Workers' Compensation claims in California were very easy to prove and very difficult to disprove, given the current system. Several members noted that California is still one of the few states to allow stress retirements which, given the very inexact science of psychiatry, proves very difficult and costly to dispute. It was decided after much discussion and various expressed viewpoints that a state-wide plan would be necessary to set guidelines for claims review. This plan would include legislation which would authorize designated medical and legal centers to provide the only authorized services, thus eliminating much of the current systems duplication, expense and fraud.

Illustration 5

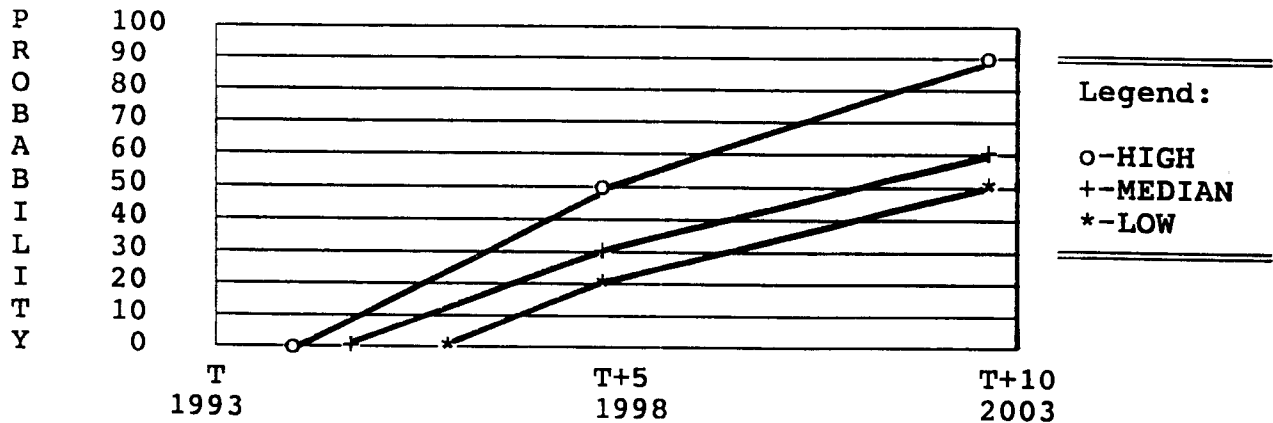
E - 3: INTERNAL REVENUE SERVICE OBTAINS LEGISLATION WHICH ELIMINATES TAX FREE WORKERS' COMPENSATION BENEFITS



The panel's nominal forecast was that the tax free status of Workers' Compensation benefits creates too much of an attractive incentive for people (especially near retirement age) to collect a medical retirement as opposed to a standard retirement, where such a tax free benefit does not exist. Many felt that as wide spread waste and fraud continue, the Federal Government would press to eliminate tax free benefits. This federal move would be prompted by the State's inability to adopt meaningful reform.

Illustration 6

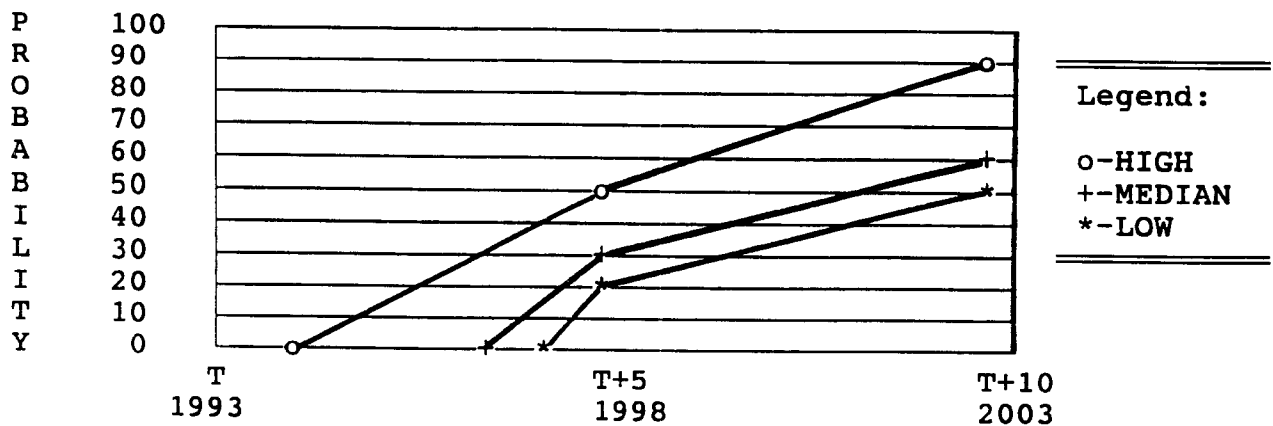
E - 4: LEGISLATION PASSES REQUIRING EMPLOYERS TO PROVIDE VOCATIONAL REHABILITATION BENEFITS WHICH ARE NO LONGER PART OF WORKERS COMPENSATION



The group seemed to feel that to a large degree, vocational rehabilitation benefits in Workers Compensation were abused and not being used as intended. Although many times useful, it was felt that vocational rehabilitation should be part of an employer benefit package and deleted from the system.

Illustration 7

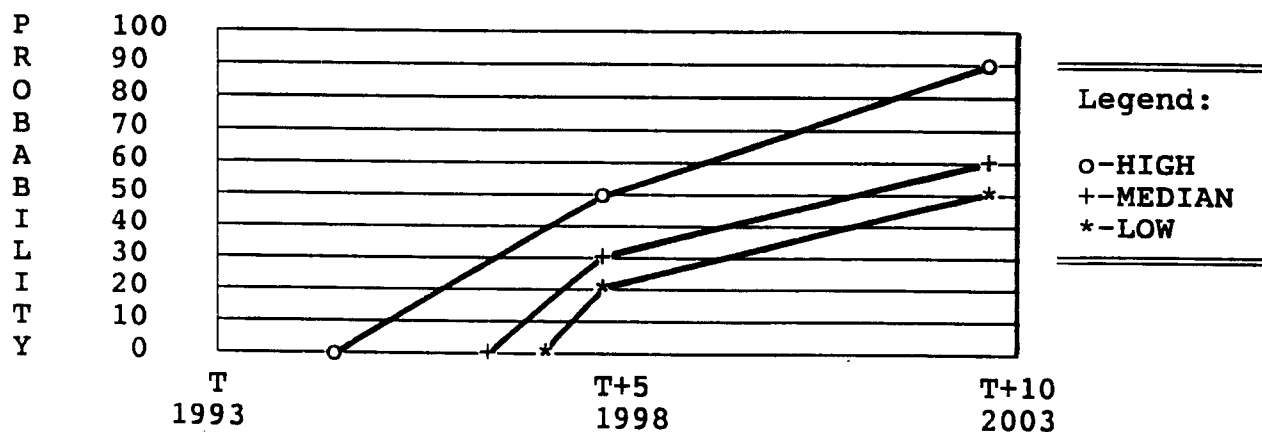
E - 5: CITIES REQUIRED TO DEVELOP FITNESS STANDARDS AND WELLNESS PLAN IN ORDER TO RECEIVE STATE REVENUE SHARING FUNDS



It was commonly held that most law enforcement agencies were absent any viable fitness and wellness standards which could be a positive deterrent to injury claims. Additional discussion noted that the Workers' Compensation system might offer incentives to those agencies which meet defined fitness and wellness standards. However, most group members felt that many cities would have to be brought kicking and screaming into adopting fitness and wellness standards. A possible turning point would be a State requirement that tied State revenue sharing funds to such standards.

Illustration 8

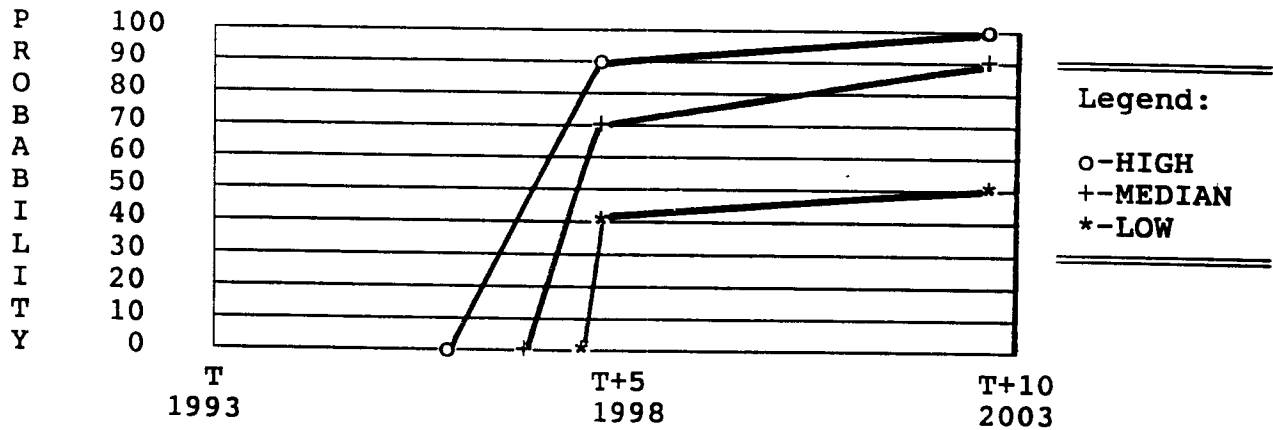
E - 6: LEGISLATION PASSES ELIMINATING LUMP-SUM SETTLEMENTS FROM WORKERS' COMPENSATION



It was felt that lump-sum settlements provided a semi-reward system for the filing of certain types of claims and should be eliminated completely. There was some disagreement on exactly what system of payment should accompany injuries, but almost all agreed that lump-sum payments were wrong.

Illustration 9

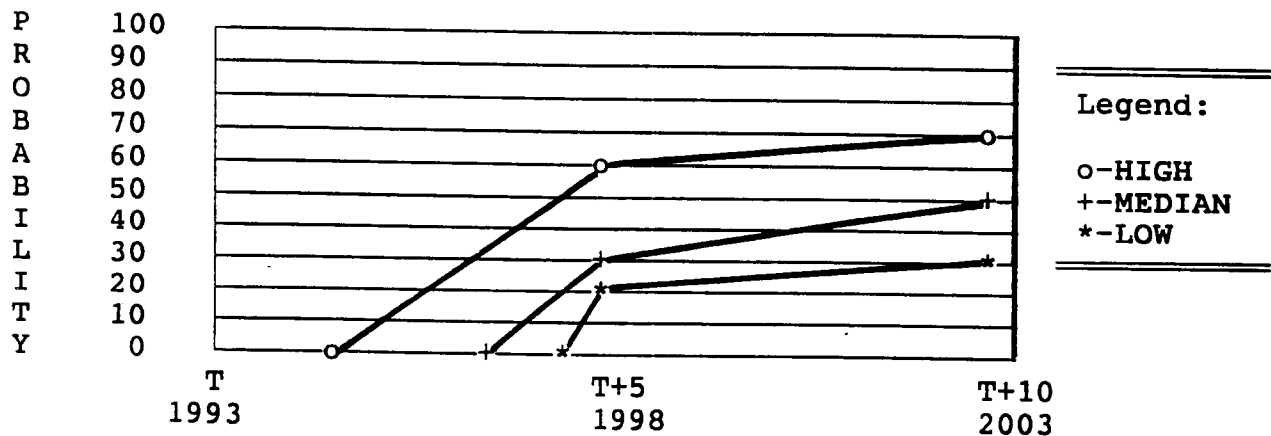
E - 7: LEGISLATION PASSES LIMITING PERSONS COVERED BY THE AMERICANS WITH DISABILITIES ACT (ADA) TO LIMITS/REDUCED WORKERS' COMPENSATION BENEFITS



Some in the panel expressed the concern that the ADA could add additional burden unless identified ADA employees were placed in a special category to which certain benefits were reduced or limited.

Illustration 10

E - 8: LEGISLATION PASSES A ONE TIME BONUS OF \$50,000. FOR PERSONS RECEIVING NORMAL SERVICE RETIREMENTS

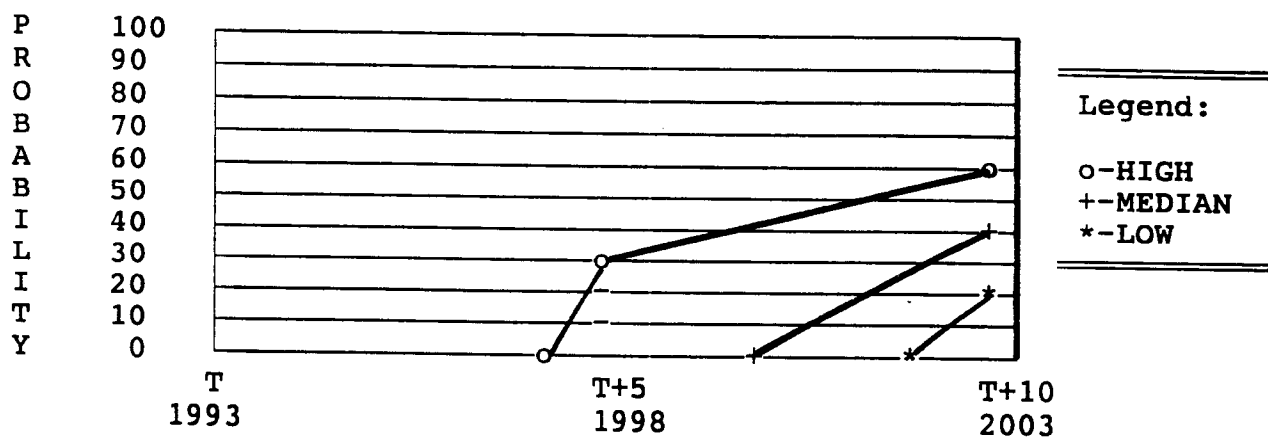


Most group members felt that the only reward for a service retirement was still the "Gold Watch", which did not hold a candle to disability retirement benefits which offer tax free incentives and lump-sum awards, along with lifetime medical benefits. The

group widely held that normal service retirements needed to have the incentives, as opposed to medical retirements. The idea of a one time bonus (with conditions and requirements) would be a positive step. Legislation would describe conditions and rules for eligibility making this an incentive (benefit), not simply a gift of public funds which is prohibited.

Illustration 11

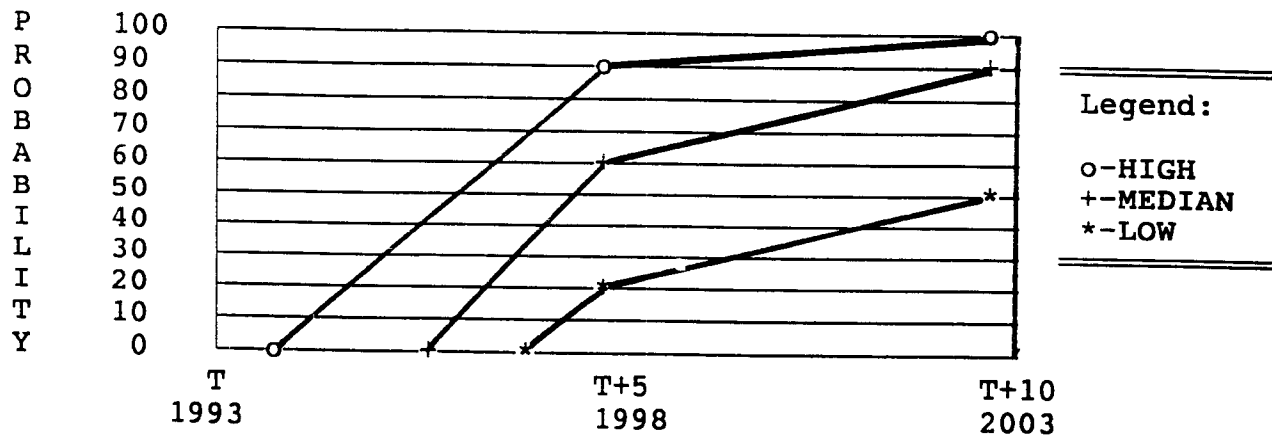
E - 9: STATE WORKERS' COMPENSATION SYSTEM GOES BROKE



Given the current state of affairs and the struggling State budget, it was felt that without major reforms, the Workers Compensation system as we know it, will go broke. Widespread fraud, medical and legal expenses and a bureaucratic mess all will contribute to the demise of Workers Compensation.

Illustration 12

E - 10: A SINGLE STATE WIDE "LOS ANGELES TYPE" RIOT OCCURS



Civil unrest and disobedience are beginning to show ominous signs of rising to danger levels. Law enforcement budgets continue to decrease and human resources are either frozen or diminished. California is no stranger to killer fires, earthquakes and a devastating Los Angeles Riot with impacts still being felt. The thin blue line is getting thinner all the time, being stretched to the breaking point. The group noted that civil unrest is a simmering pot which continues to boil and will at some point boil over. The probability of a state-wide riot situation resembling the Los Angeles riot is more than a mere concern. Social, economic and political conditions make this event a likely forecast. The inevitable law enforcement injuries would place substantial burden on the claims of workers injured in the line of duty.

The Nominal Group Technique (NGT) and Modified Conventional Delphi (MCD) techniques previously explained were also used by the group to identify the ten most important trends. The time elements used are depicted in time frames of five years ago, current, and

five and ten years from now. The ten trends selected by the panel are:

- Trend 1: Number of workers' compensation claims
- Trend 2: Political deadlock in workers' compensation reform
- Trend 3: Employee acceptability of workers' compensation fraud
- Trend 4: Impacts of economic times
- Trend 5: Violence against police
- Trend 6: Media and social tolerance of workers' compensation fraud
- Trend 7: Impacts of stress to police officers
- Trend 8: Attention to employee wellness
- Trend 9: Impacts of preventative and incentive programs more prevalent
- Trend 10: Number of stress claims after discipline

Several other trends were identified by the panel and not included in the selected ten. The other identified trends were:

- 1) Younger generation police officers begin to voluntarily participate in fitness programs
- 2) Cost of living increases requiring two jobs
- 3) Cities continue to receive reduced tax revenues
- 4) Punishment for violence against police becomes more lenient
- 5) Increased violence in the work place
- 6) Aging work force gets older
- 7) Management training improves concerning employee issues

The following table represents the trend level estimates, with median forecasts, for the five selected trends:

Illustration 13

TREND EVALUATION TABLE

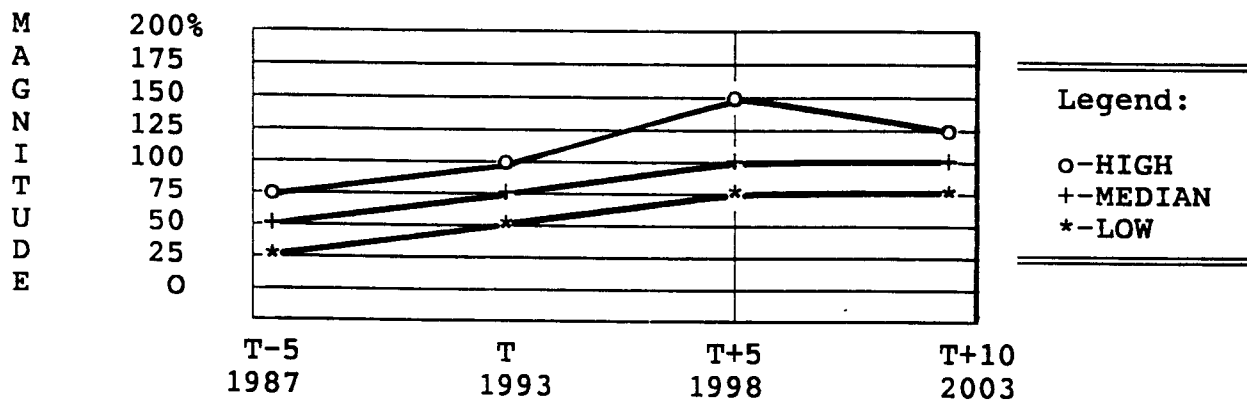
Trend	5 Years Ago	Today	5 Years From Now	10 Years From Now
T-1 Number of Workers' Comp. claims	50	75	100	100
T-2 Political deadlock on Workers' Comp reform	100	100	100	100
T-3 Employee acceptability of claim fraud	50	100	100	90
T-4 Impacts of economic times	75	100	100	100
T-5 Violence against police	50	100	125	150
T-6 Media and social tolerance of Workers' Comp fraud	50	100	100	75
T-7 Impacts of stress on police	50	100	125	150
T-8 Attention to employee wellness	50	100	100	150
T-9 Impacts of preventative and incentive programs	50	100	125	150
T-10 number of stress claims after discipline	50	100	125	150

Trend Graphs and Analysis

The following charts depict the panel's forecast of the level of each trend five years ago and what each will be in five and ten years. Each trend started in present day (1993) level of 100. The panel's highest and lowest forecasts of trend levels, along with median averaging were charted on the trend graphs. The following table represents the trend level estimates with median forecasts for the ten selected trends. The following charts depict the panel's forecasts for the ten listed trends. The legend designator (o,+,*) indicate: o- Highest forecast from the median, +- Median, and *- Lowest forecast from the median.

Illustration 14

T - 1: NUMBER OF WORKERS' COMPENSATION CLAIMS

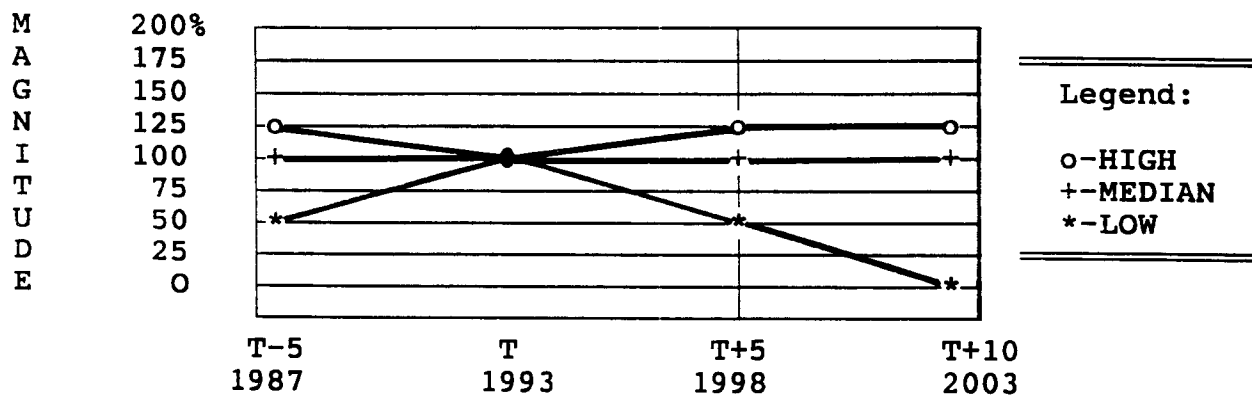


It was felt that for at least the next five years, Workers' Compensation claims and fraud would continue. The panel forecast the number of workers' compensation claims to increase approximately 25% by 1998 and then to decline back to a level slightly above the level of 1993. The group did feel that possibly

within the next ten years, reforms would start to drive claims down, but at a fairly conservative rate. It was noted that some insurance abuses were being discussed at the legislative level, whom cities have said for years benefit from the system as is.⁹

Illustration 15

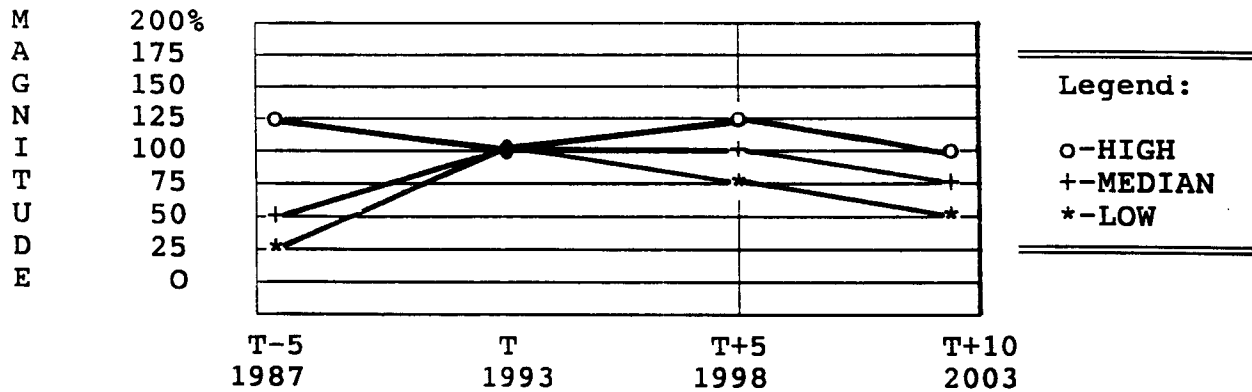
T - 2: POLITICAL DEADLOCK IN WORKERS' COMPENSATION REFORM



The panel's nominal forecast on political deadlock was that it will continue with little optimistic indicators charted for the future. Although several felt that the political climate, economics and media attention were all leading to reform T+5 years with declines indicated after that. The panel recognized the work being done by the governor's select state workers' compensation committee to solve problems,¹⁰ but did have continued concern as to the bottom line results.

Illustration 16

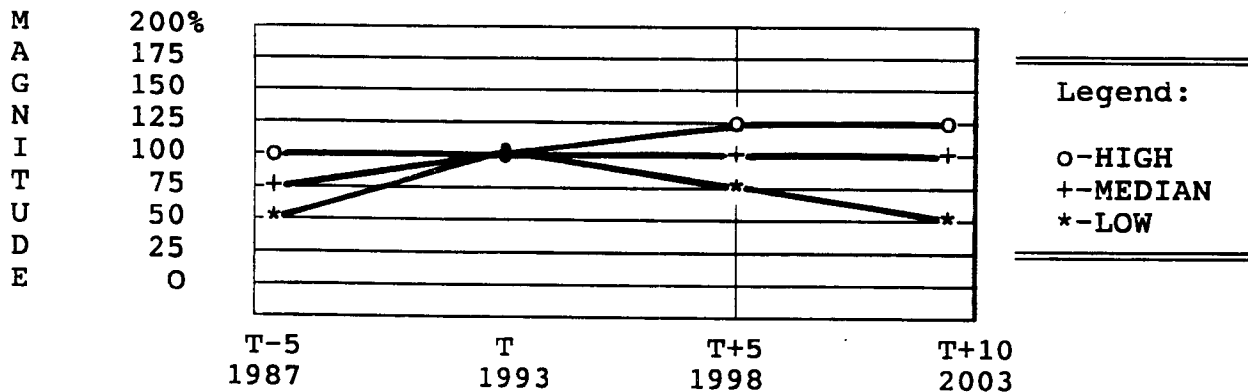
T - 3: EMPLOYEE ACCEPTABILITY OF WORKERS' COMPENSATION FRAUD



The panel seemed somewhat divided on this issue and after some discussion, started to lean in the direction of agreement. It was felt that widespread abuse and fraud would continue in the short term (5 years), but after that period some reforms and continued pressure from various sources would cause less acceptability of fraud. Some positive efforts, such as the Assembly Bill (AB 9) concerning fraud prevention, encouraged the panel.¹¹

Illustration 17

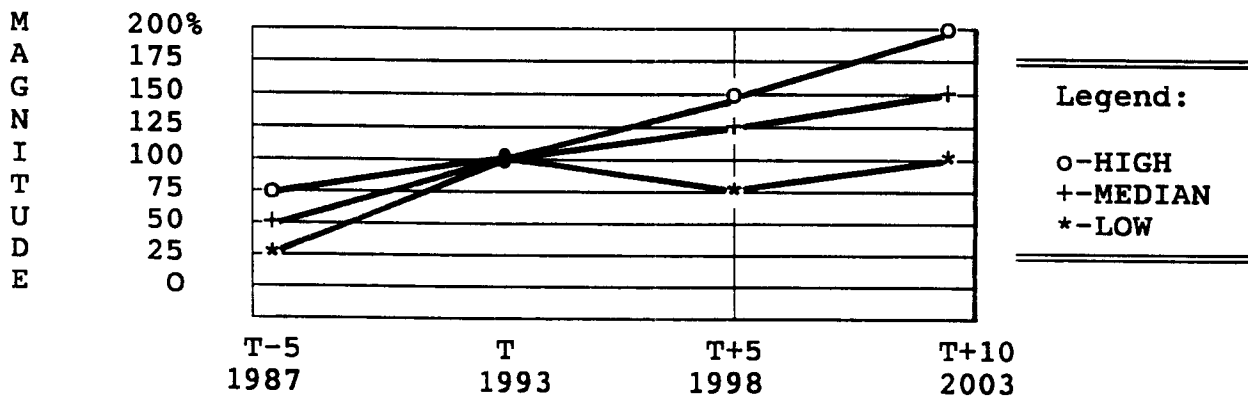
T - 4: IMPACTS OF ECONOMIC TIMES



The group felt that for at least the next five years slow economic times would continue, having a negative affect on employee morale. Law enforcement would not be immune, therefore forcing loss of jobs, less human resources when badly needed, and decreased morale.¹² The optimist view felt economic recovery would start within the next four to five years and continue. After much discussion it was decided that morale is a factor of the work environment and with it's normal fluctuations seems to even-out over time.

Illustration 18

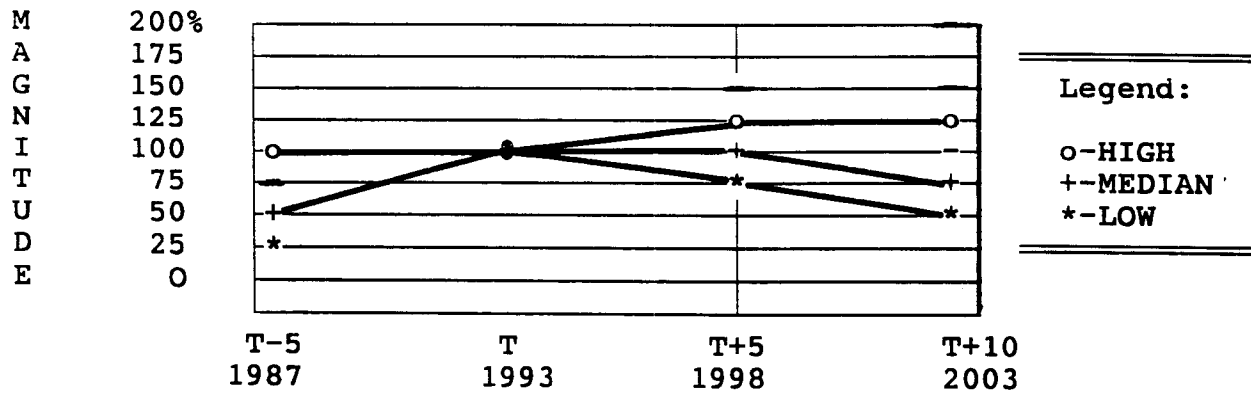
T - 5: VIOLENCE AGAINST POLICE



Most felt that the Los Angeles riots are merely the tip of the violence iceberg. There seemed to be no real disagreement that civil unrest and violence will be on the rise for at least the next five to ten years. A median rise of 50% is a strong indicator of the concern violence will play.

Illustration 19

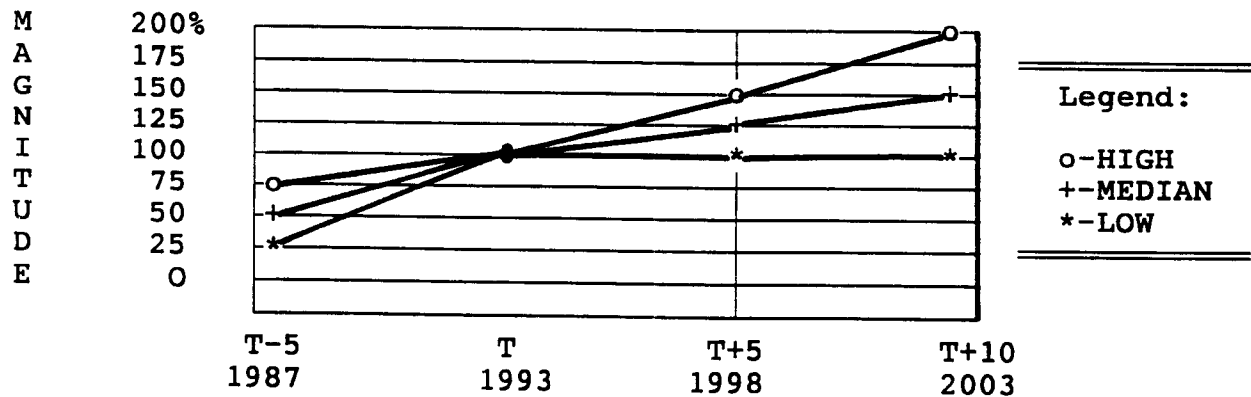
T - 6: MEDIA AND SOCIAL TOLERANCE OF WORKERS' COMPENSATION FRAUD



The data for Trend 6 indicates that media and social tolerance may increase slightly. The panel felt that the media and public were just beginning to grasp the enormity of the workers' compensation problem and it would take five years before real outcry began to push tolerance down, as indicated in the chart.

Illustration 20

T - 7: IMPACTS OF STRESS TO POLICE OFFICERS

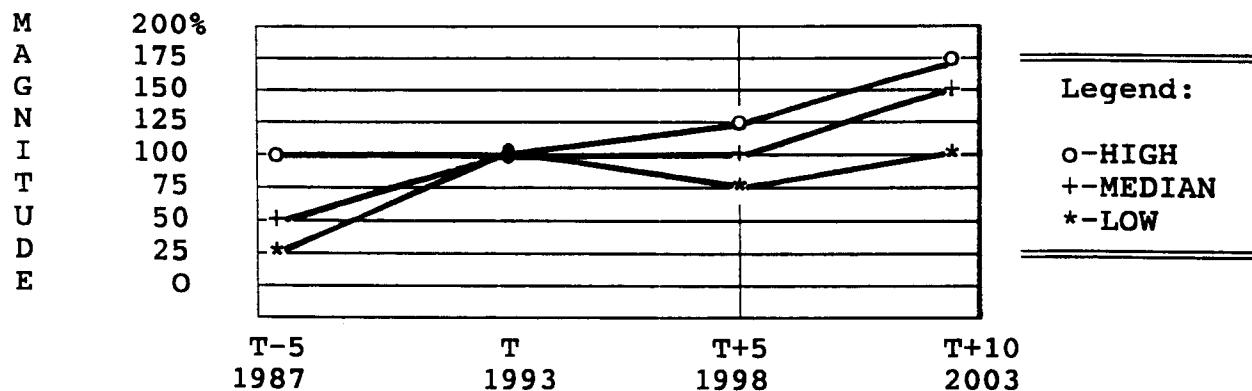


The civil unrest and violence combined with tight economic times will further increase the stress level of police officers and

their families.¹³ Fear and frustration will manifest itself in many ways. Anger will be directed toward the public and management, both who may be perceived as a threat. This item received much discussion and thought provoking speculation, and it proved to be a major concern.

Illustration 21

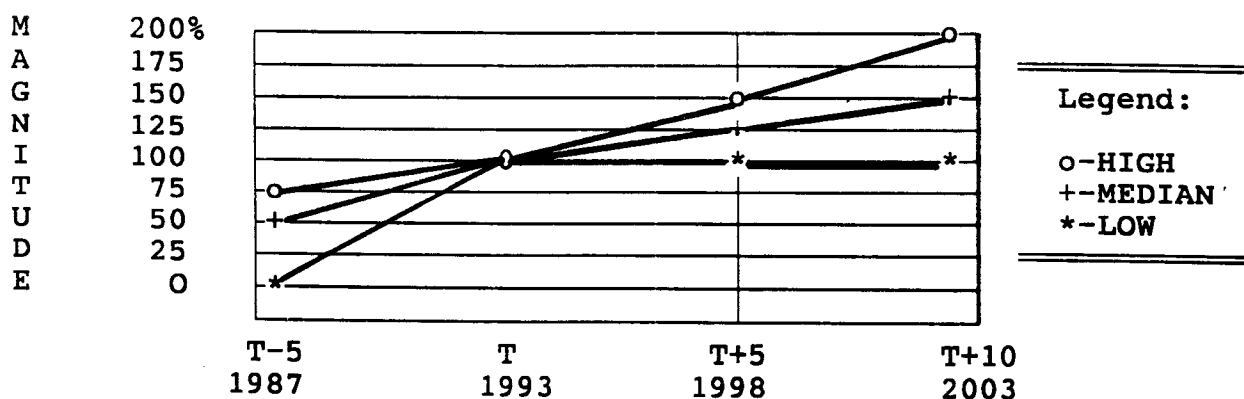
T - 8: ATTENTION TO EMPLOYEE WELLNESS



As a continuation of Trend 7, the group felt that agencies would grasp the need for a heightened sense of employee morale and the need to measure employee well being. It was felt the pre-employment screening would take a heightened role in the selection process. Currently police officer candidates complete psychological, medical and criminal history screening prior to employment. It was forecast that expanded in-service psychological and medical services,¹⁴ such as counseling and self help training, would become mandatory throughout an officers career, not only during the hiring process. As the above chart indicates, by the year 2003 the median forecast for attention to employee wellness increases substantially.

Illustration 22

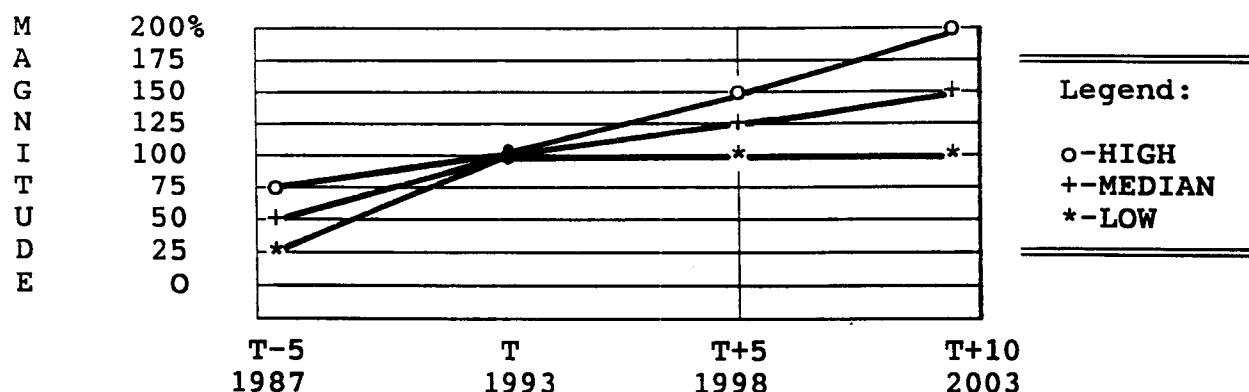
T - 9: IMPACTS OF PREVENTATIVE AND INCENTIVE PROGRAMS MORE PREVALENT



The group seemed very interested in proactive measures designed to prevent on-duty injuries and provide positive incentives for those who avoided reportable injuries that resulted in a claim. Physical fitness and wellness programs again came up as preventative measures to avoid injuries and promote the acceptance of wellness plans. The chart indicated a slow acceptance in T+5 years with a 50% increase following to T+10 years. It is interesting to note that this concept is not new, as the First National Bank of Chicago instituted wellness programs back in 1982. The bank provided health risk appraisals and educational programs to teach wellness concepts. Mental health programs and individual fitness components were also available to employees. The program resulted in less absenteeism, injury claims, and claims adjustment costs down by 20 percent.¹⁵

Illustration 23

T - 10: NUMBER OF STRESS CLAIMS AFTER DISCIPLINE



There was much discussion in the area of stress claims in general. Several in the group felt that stress claims in California were destined to be eliminated totally, where others disagreed. Most felt that stress claims, if not totally eliminated would be substantially curtailed. One primary area of consensus was the elimination of stress awards following some disciplinary action, or termination. Most felt this was an obvious abuse of the Workers' Compensation system and bordered on outright fraud. The panel felt that even with recent changes in the law increasing the threshold of stress percentages needed to obtain benefits, a status-quo situation should be expected during T+10 years. Studies have critiqued workers' compensation benefits and as one points out in the California Workers' Comp Advisor: stress claims need to be restricted to "sudden or extraordinary" events, and in the case of stress filings after discipline should be eliminated altogether.¹⁶ During this research the workers' compensation law in the stress area has changed amending section 3600a)(10) now limiting claims

filed post termination or post layoff for specified pre-termination injuries. Specifically in the area of psychiatric injuries section 3208.3 was amended and established a new and higher threshold for psychiatric injuries, and imposed additional limitations, and limits for payment of specified post-termination psychiatric injuries.

Cross Impact Analysis

The process of Cross Impact analysis is a modeling technique for depicting how various patterns of occurrence or non-occurrence of individual events in a set of previously forecasted events affects (1) the subsequent probability of occurrence of each of the other events in the set and (2) the subsequent level of each trend in a set of previously forecasted trends.

The Cross Impact Analysis model was used in the following manner for research on this topic. Events were compared to events (see event to event cross impact matrix), and events were compared to trends. This process revealed interesting data concerning the impacts of fitness and wellness plans and group consensus for Workers' Compensation system reform, with emphasis on higher thresholds to obtain benefits.

The Modified Conventional Delphi group held that a streamlining of the entire system, elimination of certain benefits and criminal sanctions for fraud, was needed.

The Modified Conventional Delphi group individually evaluated the impact each forecasted event would have on other forecasted events and then did the same for each forecasted trend. A Cross

Impact Matrix was also individually prepared for event to trend comparisons. After this was completed, the Modified Conventional Delphi group discussed significant scores and clarified reasoning for the listed totals, and then came to agreement on final totals for the combined Cross Impact Matrix. The following chart indicates the group's estimates.

Illustration 24

Event To Event Cross Impact

											Actor
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	
E1	x	+75	0	0	0	0	12	50	60	28	5
E2	40	x	0	0	20	8	40	50	55	60	7
E3	0	0	x	0	0	75	40	25	10	25	5
E4	-5	10	0	x	25	35	-20	75	-50	-10	8
E5	0	10	40	30	x	0	75	70	40	35	7
E6	25	50	60	-10	5	x	0	25	65	25	9
E7	10	50	30	5	45	55	x	85	50	0	8
E8	25	30	85	0	65	80	80	x	60	0	7
E9	10	60	70	15	95	45	5	90	x	-40	9
E10	15	10	0	-10	75	50	30	30	-50	x	8
Reactor	7	8	5	5	5	7	8	9	9	7	

Significant 10 Events

- E1 - Mandatory Jail for Workers Compensation fraud.
- E2 - Increased threshold to prove job relativeness.
- E3 - Elimination of tax free Workers' Compensation benefits.
- E4 - Vocational rehabilitation Cities responsibility.
- E5 - Cities required fitness and wellness plan to get funds.
- E6 - Lump-sum settlements eliminated from Workers Compensation.
- E7 - Americans with Disabilities Act members receive less funds
- E8 - Service retirement made more attractive with \$50,000 bonus
- E9 - State Workers' Compensation system goes broke.
- E10 - A single state-wide "Los Angeles Type" riot occurs.

Illustration 25

Event to Trend Cross Impact Matrix

											Actor
	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	
E1	60	15	75	5	-20	45	10	0	20	10	9
E2	40	-5	-10	30	-20	55	10	30	40	50	10
E3	35	40	10	-10	0	50	-5	60	75	80	9
E4	30	5	25	-5	0	40	-10	50	60	-20	9
E5	50	0	10	30	0	10	40	80	90	0	7
E6	75	0	25	5	0	80	-5	10	45	10	8
E7	0	25	40	10	0	10	25	60	50	5	8
E8	60	40	75	0	-20	45	60	80	40	60	9
E9	-30	-20	10	-40	-10	30	-30	100	95	0	9
E10	-40	-50	-30	-45	-75	25	80	75	25	0	9
Reactor	9	8	10	9	5	10	10	9	10	7	

Significant 10 Trends and Events

- T1 - Increase in Workers' Compensation fraud.
- T2 - Political deadlock in Workers' Compensation reform.
- T3 - Acceptability of Workers' Compensation fraud.
- T4 - Employee morale due to economic times.
- T5 - Violence against Police.
- T6 - Media and social tolerance of Workers' Compensation fraud.
- T7 - Stress to Police.
- T8 - Attention to employee wellness.
- T9 - Preventative and incentive programs prevalent.
- T10 - Stress claims after discipline.

- E1 - Mandatory Jail for Workers' Compensation fraud.
- E2 - Increased threshold to prove job relativeness of injury.
- E3 - Elimination of tax free Workers' Compensation benefits.
- E4 - Vocational rehabilitation cities responsibility.
- E5 - Cities require fitness and wellness plan to get funds.
- E6 - Lump-sum settlements eliminated from Workers Compensation.
- E7 - Americans with Disabilities Act members receive less funds.
- E8 - Normal service retirement more attractive \$50,000. bonus.
- E9 - State Workers Compensation system goes broke.
- E10 - A single state-wide "Los Angeles Type" riot occurs.

Analysis of Cross Impact Data

Analysis of the matrix data indicates if mandatory jail sentences for injury claim fraud occur (E-1), this will positively affect the forecast increase in fraudulent claims (T-1) to actually cause a decrease. The requirement of cities to institute some type of fitness and wellness program in order to receive state revenue sharing funds (E-5), which are so important to cities general fund capitol, is a positive impact on providing additional attention to employee fitness and wellness (T-8) along with preventative and incentive programs (T-9).

As violence against the police (T-5) increases and the additional stress to police that causes (T-7) manifests itself in increased injury claims, the panel forecast is two-fold:

- 1) Meaningful reforms will occur within the workers' compensation system and through local programs. Attention to employee wellness (T-8) along with preventative and incentive programs (T-9) to reduce injury claims will have positive results. To save costs the elimination of specific Workers' Compensation benefits will include: Elimination of tax free workers' compensation benefits (E-3) and increased threshold to prove injury job relativeness (E-2). Lump sum settlements (E-6) and vocational rehabilitation (E-4) are eliminated from the Workers' Compensation system, along with other unnecessary costs associated with medical evaluations, legal issues, etc.
- 2) The second path is to do nothing and let the Workers' Compensation system continue as it is. The panel forecast

that if this alternative were followed, the state Workers' Compensation system as we know it would go broke (E-9).

In summary, the occurrence of many of the trends and events have the potential to direct law enforcement managers to take action at their own level to avoid potential negative outcomes that can hurt their agency financially in terms of actual costs of on-duty injuries also the devastating effect that lost human resource time can have on an agency.

Future Scenarios

A computer program was used to develop alternative futures based upon the originally generated events and trends (10 each) from the Nominal Group Technique. The scenarios are offered to give the reader a "what if" picture if in fact certain events did or did not occur. Each scenario is offered as if the author were giving it as a verbal report to the Chief of Police, in preparation for future communication to senior city management staff.

The Lodi Police Department (LPD) is not a fictional department. As described in more detail later in the text, LPD is a mid-sized police department in the Central Valley of California. Chief Larry Hansen is a twenty-eight year veteran of the department, and has been Chief for approximately nine months. Chief Hansen believes in futures research and, as a Command College graduate himself, expects his senior staff to anticipate changes that effect the organization.

The report to the Chief is about the growing concern of staff, and many others in the local and state community, about how organizations are going to manage and reduce lost human resource time of employees injured on-duty.

SCENARIO 1 - Exploratory (Nominal Mode)

In this scenario, current Chief of Police Larry Hansen has been Chief for ten years. When Chief Hansen was promoted to the position of Chief back in 1993, he had not forecast a ten year tenure as chief. His plans had called for about four to six years and then maybe a move out of state and lots of sea cruises! Some changes in the retirement system made an extra four years worth the aggravation, and besides that he had a great staff and finally a congenial city council.

As the day begins, Chief Hansen (preparing for retirement) receives his morning hologram-voice-mail from the city manager, Janet Creator (fictional). Janet announces "Chief, I need to see you as soon as possible. I just received word from the League of Cities that legislation has passed and is on the Governor's desk that will require cities to have fitness, wellness, and injury avoidance strategies in place in order to receive state revenue sharing funds! Chief, I know you have been doing something in that area for a long time, but where do we stand?"

Turning the hologram off, the Chief smiles and thinks back ten years ago when a newly graduated Command College Captain approached him with a plan. Captain Bevis (fictional) wanted to begin a systemic organizational change to incorporate a comprehensive

fitness, wellness, and incentive program to reduce lost human resources time due to on duty injuries.

The plan included administrative changes, program measurements, and results oriented methods to accomplish new departmental goals and mission. As the Chief takes the people mover over to the City Manager's office, he chuckles to himself "boy this is going to be an easy one". The chief thinks back and ten years ago seems like only yesterday.

In late 1993 Captain Bevis provides some of the background history bearing on the issue.

Bevis:

California Governor Pete Wilson continues his battle during 1993 and 1994 for Workers' Compensation reform with limited success to date. Political debate and indecision plague this abused and burdensome system.

In an effort to keep the workers' compensation system solvent it is forecast that injury claims will have an increased threshold to obtain workers' compensation benefits, lump-sum settlements will be eliminated, tax free benefits will be eliminated, and all but extreme stress cases will no longer be a claim option.

We are now at a cross roads and the stage for Workers' Compensation system reform has been set. The events described are the most likely to occur, given the research forecasts.

Our agency has no formalized policy or mission statement concerning how this organization will manage on-duty injury workers' compensation claims, usually writing them off as the price

of doing business, or simply relegating the responsibility for oversight to another city department or third party administrator. This agency requires stringent fitness testing and psychological screening of basic recruits through validated pre-employment standards, and reasoned beliefs that good physical and mental faculties make for better police officers. After the officer is hired no fitness or psychological testing of any type is required as a regular course of employment.

We as the command staff need to monitor on-duty injuries and assist the employee in obtaining benefits or returning to work as soon as possible. This lack of an agency-wide plan to address on-duty injuries is a major contributor to unnecessarily lost human resource time to the this agency. Chief someday the state or even worse the feds are going to require us to have preventative programs and a departmental plan to address this issue. This department has prided itself on being proactive and in this area we have not been.

Chief:

How will we manage claims of employees injured on duty, and reduce lost human resource time by the year 2003?

Bevis:

We will need to create a system of claims avoidance, a safe work environment, positive incentives to claim free employees, an agency acceptable cadre of wellness and fitness programs designed to anticipate and reduce injury claims, and agency involvement in the workers' compensations claims of it's employees which goes much

further than merely completing necessary forms.

The accumulated forecasts all clearly show an underlying trend of continued increase in workers compensation claims, short term political deadlock to solve the workers' compensation system problem, and increased violence against Police and increased stress.

The real positive answers expressed in research noted concern and considerable consensus that attention be given to employee fitness and wellness programs, which are included in innovative preventative and incentive programs. The real message seemed to be to develop an agency plan which best meets the needs of your organization and staff. There are numerous wellness and fitness plans already formulated and ready for review. The real difference is putting them all together in a strategic plan. The command staff along with an agency representative committee can develop a plan which takes into account not only fitness and wellness, but also preventative, incentive and administrative strategies. The agency must ensure measurements are in place to ensure it's plan accomplishes the goal of reducing lost human resource time as a result of on-duty injuries.

Chief:

How long would it take to institute a comprehensive program and how much would it cost?

Bevis:

If we begin to take action now, within the foreseeable future (5 to 10 years) we can have a positive impact to Workers'

Compensation costs within our agency. This process will best work in an incremental manner with a well thought strategic implementation plan.

The anticipated first year costs would be nothing other than staff time. The second year costs would be \$8,000 for training. Third year costs and each additional year for medical services would be \$10,000. Fourth year costs would include gym equipment at \$10,000, and incentives at \$9,000, and medical totaling \$29,000. After the first four years the total budget is forecast to be \$19,000 annually to maintain wellness check-ups, training, and incentives.

Chief:

What do workers' compensation claims currently cost our agency?

Bevis:

Workers' compensation claims currently cost approximately \$165,000 annually. That cost is only for medical, legal, and administrative totals, and do not include overtime costs needed to replace absent employees. There is an additional cost which is not monetary and includes decreased morale when employees work short-handed and loss of productivity due to staff shortages.

Chief:

I agree that this issue is too important not to begin the process of developing a departmental strategic plan to address the issue. I will authorize the formation of a workers' compensation committee.

At this point the appointed project manager convenes a committee of representative groups of the agency to begin discussions on how command staff can better manage on-duty injury claims, prevent injuries from occurring, and reduce injury recovery time to accomplish the mission of the organization.

The committee will have the specific direction to provide recommendations concerning injury prevention, administrative responsibilities, fitness programs, incentive programs, and tracking and measurement instruments. The committee will have one year to complete it's tasks which will also include implementation timeliness and cost projections.

The Chief's Goal:

The project goal will be to cut workers' compensation costs by 20 percent within five years, and 40 percent within ten years.

As the Chief enters the City Manager's office he sees the Public Works and Parks Director nervously standing by the door. The Parks Director, Ron WillieNillie says "Larry, have you heard about this new injury prevention program from the state! It's just great! We don't do anything like that. Do we?". Larry smiles.

Can this scenario occur? Several subject matter experts in the field of workers' compensation believe it is possible and even probable. Whether or not at some later date law enforcement leaders are required to provide injury preventative programs should not be the driving force behind action now. Law enforcement leaders have a responsibility to the organization and taxpayers to make the best use of resources provided them, this is one way.

SCENARIO 2 - Normative Mode

In 1997 legislation passes requiring mandatory jail sentences for persons convicted of workers' compensation fraud. At the same time the Workers' Compensation system obtains legislation increasing the threshold to obtain workers' compensation benefits and lump-sum settlements are eliminated from the workers' compensation system.

The Workers' Compensation delivery system now requires that only certified medical "Delivery Centers" will be authorized to provide and be reimbursed for workers' compensation services. In these centers a myriad of services necessary to complete claims will be consolidated in limited geographic locations. These distribution centers reduce costs, save time and provide needed consistency which is sorely lacking today.

The regional delivery centers will be licensed by Workers' Compensation to provide medical treatment, dispense medications, and provide all necessary services or needed referrals to injured claimants. As this "Kaiser like" system obtains completion sometime around the year 2002, much of the wholesale medical fraud centers and unnecessary and duplicated medical procedures are eliminated. Delivery centers prove a valuable tool in the fight to reduce fraud and waste.

As the medical delivery system becomes entrenched and widely accepted, workers' compensation costs decrease on a state-wide basis by 60 percent. Public and governmental confidence in the

Workers' Compensation system is restored to positive levels. Appropriate and cost effective care reduces lost human resource time of employees and fraud is substantially reduced.

SCENARIO 3 - Hypothetical Mode

Washington, D.C., March 5, 2002 -- As the nations health care debate still rages on in congress amendment after amendment are offered to finally resolve this issue which was first offered by then President Bill Clinton.

As rookie senator, Russ Killabill (from California), takes the floor calmly strokes his beard (as he always does) and announces "Can the Workers' Compensation system go broke? Many said the social security system could never go broke, but according to congressional records it has teetered on the brink of insolvency several times during the past decade. Unlike the social security system, the states cannot simply print more money when needed or find an extra billion or two that could be spared from another B-6 Bomber. It's time workers' compensation regulation for all states be federally regulated."

Another rookie statesman, Jack Grandstand (also from California), reminds the legislative body of emergency federal legislation and funds that were allocated back in 1997 to help the California Workers' Compensation to provide necessary benefits to injured employees, when that system blinked on the edge of insolvency. Senator Grandstand supports his distinguished colleagues amendment which will bring sweeping reform to the

nation's Workers' Compensation system. Several reforms and requirements will be required of the states to ensure a more efficient system. The restrictions placed by Washington are:

- o The state will establish regional oversight committees to review compliance with federal guidelines.
- o Local, county, and state agencies are required to establish an agency injury avoidance and claims oversight plan specifically designed to reduce lost human resource time due to on-duty injuries.
- o Only approved medical centers and physicians will be authorized to provide workers' compensation medical treatment. A regional concept is anticipated.
- o Nearly all stress benefits are removed, with the exception of claimants requiring hospitalization.
- o Lump-sum settlements and tax free benefits are eliminated from workers' compensation benefits.
- o Workers' compensation fraud is now a federal offense punishable by mandatory federal prison.

The formulation of federal Workers' Compensation regional medical Distribution Centers will include a Department of Investigation and Enforcement to investigate and submit cases of fraud for prosecution. The Investigations Department will act exclusively to uncover fraudulent claims by claimants, doctors, lawyers, and others who may seek to steal Workers Compensation benefits and misuse our valuable medical resources.

The Enforcement Division of the Distribution Centers will be operated by trained investigators with full federal Peace Officer powers, who have special training in all areas of Workers Compensation fraud. All Distribution Centers will be linked by sophisticated computer systems to share information on claims and

claimants.

Senator Killabill emphasis "fraud will no longer pay for the majority of people who are foolish enough to try to play the system. Criminal sanctions (jail) will follow, jobs will be lost, medical licenses pulled, and disbarments will occur. The system will work for those who are truly in need, as it was intended".

As the debate continues the two rookie senators from California sit back contented that they have diverted the massive financial burden of workers' compensation from California to the federal system. This will be one phone call to aging California Governor Ray Breakthebank that Senator Russ Killabill will enjoy.

Section II

Strategic Plan

Background

This section focused on the formulation of a plan to implement a strategy for the Lodi Police Department to manage and realize the desired future based on the exploratory scenario (Scenario 1) in the futures research. This scenario is the most desired future and in the author's opinion provides an agency with the best opportunity to effect workable and positive change.

THE ENVIRONMENT

The Lodi Police Department is responsible for general law enforcement within the jurisdictional boundaries of the City of Lodi. The City has a population of approximately 53,000 and is located in the Central Valley of California. The Lodi area is composed primarily of agricultural related businesses (predominately wine) and is base for the west coast operations of the General Mills Corporation. Lodi is also bordered by the Interstate 5 and Highway 99 corridors between Southern California and metropolitan Sacramento.

The Lodi Police Department has a total of 105 personnel, including 69 sworn police officers. The department is service orientated and has maintained a good reputation in the community and neighboring areas for many years. Lodi is a general law city operation under a Council-Manager form of government. Although economic times threaten the reduction of services and personnel, the City has maintained a sound fiscal condition primarily due to

conservative fiscal management and opting to provide direct electrical power through it's own power relays. General Mills Corporation has also maintained it's west coast operation in Lodi for many years providing job and financial stability.

The City Council has traditionally been cautious financially, but has continued a supportive posture of necessary and innovative programs and equipment needed to fulfill it's mission of high community services and quality of life. When purchased, the Lodi Police Department was one of only three departments in the State to have a school teaching robot. The council authorized the complete computerized automation of the police department and upon the passage of state proposition 172 (law enforcement extension of a one-half cent sales tax), the council authorized the hiring of two additional police officers at a time when many cities are eliminating positions.

The police department staff are highly trained professionals who through proactive and aggressive measures continue to keep Lodi's crime rate very low as compared to cities of like demographics. The police departments philosophy has predicated itself on the standard that a high level of service. Community oriented policing has recently been adopted to create a general sense of safety and obtain greater involvement of the community with police operations.

The City Manager's Office places emphasis on Worker's Compensation claims by city workers. A new position of Assistant to the City Manager was authorized to deal specifically with injury claims as a city-wide coordinated effort. City totals indicated a steady rise in Worker's Compensation claims over a five year

period. The last year's (1992-1993) claim totals indicated a fiscal impact to the city of slightly over \$250,000. ¹⁷

An Assistant to the City Manager has the task of providing a central clearinghouse for all city employee injury claims. Claims administrative paperwork, review and analysis are all coordinated through this office. The challenge is to provide informative training at all staff levels to examine the root causes of injuries /illnesses resulting in claims and whenever possible eliminate causal factors. Additionally, innovative and incentive measures to avoid injury/illness claims are also expected to be accomplished. These steps are expected to reduce injury/illness claims and promote a healthy work environment.

Mission Statement

The mission statement was prepared by the author and two Command staff colleagues and is presented in two forms. A macro statement which represents the organization's overall mission, and a micro statement concerning its commitment to the staff of the organization as related to on-duty injuries.

Macro - The Lodi Police Department is committed to providing the best possible law enforcement services. We recognize the extreme importance our staff, the community, and elected officials play in the accomplishment of our mission. We will consistently provide professional, courteous, and impartial enforcement of laws, ordinances, and services we are asked to perform. Through the aid of community oriented policing and a well trained staff we stand with our community.

Micro - The Lodi Police Department is committed to safeguarding the physical and mental well-being of our public safety staff. This organization recognizes the extreme demands placed on public safety employees and as a result, management is committed to providing an organizational environment which promotes safety. All staff will strive to eliminate unnecessary risk. We will offer continuing training and support to staff and their families in recognized physical and mental programs. We are committed to a healthy work place and work force.

We will collectively institute innovative programs which promote our goal of providing the best possible work environment to our most important commodity - Our People.

Mission statements do not define the programs or methods of accomplishing the goals, but they do set the tone. Staff need to realize the importance placed on reducing injuries, and the message needs to be part of the fabric of the organization. To that end, the mission statement accomplished it's goal.

SITUATIONAL ANALYSIS

Situational Analysis

An analysis of the situation examines the external and internal environment concerning the issue and sub-issue questions using the STEEP (social, technical, economic, environmental, and political) process and WOTS UP (weaknesses, opportunities, threats, and strengths) underlying planning analysis. This analysis is undertaken to provide insight to assist the agency in the development of the selected strategy.

A group of three law enforcement colleagues met with the author to develop and discuss situational analysis, stakeholders and stakeholder analysis. The group members were:

Jerry Gonzales, Captain, Davis Police Department

Bill Gresham, Lieutenant, Fairfield Police Department

David Main, Lieutenant, Lodi Police Department

External Environment

Social

Threats - Differing employee groups within and outside the department may view any change to adopting a strategic plan regarding the reduction of on-duty injury time as a threat. Some long term employees may voice concern and opposition to more stringent physical fitness standards, and others may simply be skeptical of change itself.

As health care reforms are being debated at the national level, some might mistakenly believe that innovative injury time reduction plans could be lumped-in, others may feel that across the board benefits will be slashed and rumor control could be difficult. The Peace Officer's Research Association of California (PORAC), a labor organization representing primarily line-level police officers, has issued various memoranda warning it's members that WE MUST PROTECT OUR RIGHTS. Preconceived ideas about any attempt at reforms may be difficult to overcome.¹⁸

Opportunities - Community and city leaders should be expected to be supportive to efforts to reduce lost human resource time due to on-duty injuries. The costs of human resources and associated medical, legal and administrative time all make this issue an important one. The public often turns a skeptical eye at government waste. Programs designed to save money and reduce employee injury time should expect positive reactions from the general public.

Environmental

The only environmental considerations were for those agencies that opted for some sort of outside physical fitness training or testing site. Considerations and policies would need to be adopted concerning on and off-duty workouts or testing depending on adverse weather conditions.

Political

Threats - Due to the extreme difficult economic times facing cities throughout the state, some conservative political leaders may view any new program as a potential for additional costs, even if it's mission is the reduce costs. Many leaders may be distracted with other issues, such as gangs, downtown development or chemicals found in the city's well water needing immediate attention.

Opportunities - Most political leaders realize the importance of the best utilization of human resources. In these difficult economic times most agencies are not able to add to their work force, and in fact many are

loosing staff positions. Any program designed to reduce lost human resource time will get the attention of some.

Organizational Capability

The strengths and weaknesses of the organization are assessed to anticipate the environmental threats and opportunities.

Strengths - The Lodi Police Department has long sought to be innovative in the areas of equipment acquisitions and programs development. The department has recently had an inner-department promotion of a new Chief who is a Command College graduate and believes in exploring new ideas. The City of Lodi recently adopted an incentive program known as "safety bucks" which rewards employees for those work quarters without on-duty injuries. This incentive then allows employees to buy merchandise with accumulated safety bucks. This beginning step toward reducing on-duty injury time has been positively received by employee groups. As noted in an article of Risk Insurance, commitment of upper management is central to making these programs work.¹⁹ In Lodi's case, this should not be an obstacle.

Weaknesses - Some line and command level staff have been known to not completely listen to project details before reaching a positive or negative mind-set. Some may perceive a threat to loosing benefits as they attempt to understand program goals. Communication and rumor control at all levels may prove to be a frustrating problem.

EVENTS - OPPORTUNITIES AND THREATS TO THE ORGANIZATION

It was agreed by the author and three colleagues that five events would be identified in the futures work as those most likely to impact the issue. These events will be examined to the extent of opportunity or threat they pose to the organization if they were to occur.

EVENT 1: PENAL CODE SECTION TO REQUIRE MANDATORY JAIL SENTENCES FOR PERSONS CONVICTED OF WORKERS' COMPENSATION FRAUD

Opportunity This event denotes the level of frustration in the face of reports of rampant fraud. Fraud statutes are already in place, but lack specific commitment to the Workers' Compensation fraud issue. The Legislature sends a strong message which, if followed by a compressive enforcement, would be a positive shot in the arm to an abused system. Law enforcement officers are sworn to enforce the law and if they begin to view this as a more serious issue we can expect more members of the agency to become less tolerant of perceived fraud.

Threat Law without the resolve to carry it out has the potential to further degrade the system. Rhetoric is not what is needed, and the slogan of "Use A Gun, Go To Jail" was a good idea, but as we in law enforcement all know, that is all it was - Political Rhetoric.

EVENT 2: STATE PANEL FORMED TO REVIEW ALL WORKERS' COMPENSATION THAT RESULT IN EARLY RETIREMENT, OR CASH AWARD IN EXCESS OF \$20,000

Opportunity As law enforcement agencies and municipalities find it necessary to create a central clearinghouse to receive Industrial Injury Claims, so must the State. It is not sufficient to simply process paperwork. This State panel can have the

positive effect of sending a clear message that the expenditures of funds will be carried out consistently and with scrutiny.

Threat State-wide panels can become a bureaucratic maze, or merely another political partisan group dedicated to getting it's party elected without due regard for tough decisions necessary to streamline the Workers' Compensation System. Stakeholder input and support may be lacking, or impede decision making.

**EVENT 3: CITIES REQUIRED TO DEVELOP FITNESS AND WELLNESS STANDARDS
IN ORDER TO RECEIVE REVENUE SHARING FUNDS**

Opportunity Mandated Fitness and Wellness standards would reinforce the agencies resolve in implementing programs. We could anticipate standard guidelines and tested performance levels that would withstand court and employee group scrutiny. Many employees welcome such standards, especially in an agency like Lodi where the Police Association has purchased facilities and equipment for it's officers to workout and keep fit. Management did not spearhead this effort, the employees did.

Threat State-wide guidelines are often based on minimum levels only and could have the impact of making more stringent mandates difficult to institute. Some valuable staff members may also be forced out by well intentioned standards hoping to help the organization, which actually have the opposite effect. Some agencies may forget the real mission of reducing lost human resources time due to on-duty injuries and attempt to create standards which are not realistic.

EVENT 4: LUMP-SUM WORKERS' COMPENSATION SETTLEMENTS ELIMINATED

Opportunity Lump-sum Settlements are viewed by many as another added incentive to file unnecessary Industrial Injury claims. They are viewed as an incentive and reward for getting injured. Many feel that this is reinforcing exorbitant claims and sending the wrong message. Healthy employees who avoid injuries and maintain a wellness lifestyle become angry when they see rewards paid for the very things we tell them to avoid.

Threat Many employee groups view lump-sum settlements as just payment for pain and suffering incurred for the organization. The elimination of this benefit would cause resentment and anger, which could negatively effect other attempts to gain support for wellness programs.

EVENT 5: CASH BONUS OF \$50,000 TO LAW ENFORCEMENT PERSONNEL WHO MEET CRITERIA OF NORMAL SERVICE RETIREMENT

Opportunity The Gold Watch at the end of thirty years does not hold a candle to early retirements, lump-sum settlements, life-time medical, vocational rehabilitation, and other rewards offered to the Industrial Injury Retirement. The message sent to our work force must change if we are going to have any chance at enhancing normal service retirements. A cash bonus would instill a sense of pride and accomplishment and reinforce our resolve to make normal retirements the norm in law enforcement.

Threat Cash awards may be viewed by many as an unjustified award of public money and may be subject to prolonged litigation. New funding sources are not easily obtained and taxpayer support would be challenging to obtain. Non-public safety employee unions would also argue for this benefit. It will be argued that we need to

identify abusers and punish fraud before cash awards should be considered. Some employees who sustain injuries that would preclude them from the cash award may be devastated and angry, especially in those cases where the employee had no control whatsoever over the injury occurrence.

TRENDS - OPPORTUNITIES AND THREATS TO THE ORGANIZATION

These trends will also be examined to determine the opportunities and threats they pose to the organization.

TREND 1: INCREASED NUMBER OF WORKERS' COMPENSATION CLAIMS

Opportunity As claims increase and fiscal impacts become larger, attention will be focused to the Worker's Compensation arena. Management at all levels will act responsibly to attack the issue to find solutions and in doing so, will inevitably work more closely with staff. Agency programs that have been proven effective with improving morale, while reducing absenteeism and injuries will be closely studied.

Threat A threat with most fiscal impacts is that budget reductions will follow and other priority areas may be cut to offset Workers' Compensation costs. This reallocation may have the detrimental effect of reducing or eliminating programs which will negatively impact staff morale and the organizations ability to accomplish it's mission. Initially, some wellness programs with a mandatory component may have increased injury claims and undermine managements resolve and support.

TREND 2: POLITICAL DEADLOCK IN WORKERS' COMPENSATION REFORM

Opportunity As State and Federal policy makers deadlock on Worker's Compensation reform, the door is left open at the local level for city officials and managers to adopt meaningful and innovative policies and programs. These policies and programs would not be incumbered by the bureaucratic red-tape often associated with State and Federal legislated programs.

Threat Some law enforcement managers may view political deadlock as an excuse to do nothing. The old attitude is "If they're not interested, why should I be?". This mistake in judgement could further compound the problem and demonstrate a lack of resolve to staff, who, left without direction or a sense of commitment, will likely allow the problems of employees injured on-duty and uncontrolled Worker's Compensation claims to continue on their present course of fiscal irresponsibility. A further threat may involve the lack of State and Federal funding sources in the middle of political deadlock.

TREND 3: VIOLENCE AGAINST LAW ENFORCEMENT PERSONNEL

Opportunity Violence and danger always sharpen awareness and drive away apathy. This environment makes staff keenly aware of injury avoidance concerns and the need for total wellness systems in order to function effectively in a danger environment. A violent society will only force law enforcement professionals to become closer and in doing so, find better methods to protect their physical and mental well being.

Threat Violence and confrontation will undoubtedly set the stage for injuries and stress. This situation will be especially evident

in those ill prepared to be injured or overburdened by situational stress. The term "walking wounded" is not a myth and will become increasingly more evident in our law enforcement professionals as society becomes more angry and violent. Another concern may be exhibited in the easy-out syndrome of unethical employees who are afraid of this increasing violent environment and seek to leave employment by the industrial injury route.

TREND 4: STRESS TO LAW ENFORCEMENT PERSONNEL

Opportunity It has been said that the absence of stress, is death. As the perception of unmanageable stress rises throughout a law enforcement agency, there should be expected influence on the Workers' Compensation claims. The need for stress management and wellness programs designed to help employees more effectively deal -with the cumulative effects of stress and lacking lifestyle issues is critical. Management and staff will have the opportunity of identifying root causes and creating methods to address the causes.

Threat Stress, much like any other industrial injury left untreated, will have many negative results. Organizational and personal productivity and relationships can be expected to suffer. Persons not normally prone to injury or distress may be expected to exhibit signs of fatigue, injury and irritability. This situation should result in increased industrial claims, poor morale and decline in organizational productivity. Management's ability to implement positive changes and programs may be adversely affected.

TREND 5: PREVENTATIVE AND INCENTIVE PROGRAMS IN WORKERS' COMPENSATION PLANS

Opportunity The prevention of injuries and claims will always be more advantageous than simply reducing benefits and costs. Innovative, preventative and incentive programs reinforce management's resolve at pro-actively addressing Workers' Compensation issues. The implementation of such programs has the added benefit of improving morale and increasing a team spirit. It is critically important that we in management positions be leaders and enthusiastically present and support preventative and incentive programs. The programs instituted has to become part of the agency's culture.²⁰

Threat The difficulty in any preventative or incentive program is the ability to accurately measure success. How much crime a law enforcement agency really prevents is often a subjective guesstimate. Some may not be satisfied with rough estimates in these tight fiscal and politically turbulent times. It will be very challenging for management to accurately track and respond to critical questions regarding some specific questions.

STAKEHOLDER ANALYSIS

The author and group of three colleagues also analyzed stakeholders important to implementation of the desired strategy. Stakeholders are defined as those entities, parties, actors, organizations, groups, and individuals, internal and external to the organization, that affect and are affected by its policies. Stakeholder may also include snaildarters, those often unanticipated individuals or groups who can throw a fly into the ointment and impede implementation of policies, programs, etc.

Fourteen stakeholders were identified and their positions concerning the issue were discussed. The fourteen stakeholders are:

- | | |
|------------------------------------|-----------------------------|
| 1. Agency Staff and Administration | 8. Unions and PAC's |
| 2. City Council and City Manager | 9. Local & State Insurance |
| 3. Citizens Groups | 10. Personnel Departments |
| 4. State Legislature | 11. Media |
| 5. Legal Community | 12. Political Candidates |
| 6. Medical Community | 13. Commission on POST |
| 7. Insurance Companies | 14. Calif. League of Cities |

1. Agency Staff and Administration

Would be supportive of Workers' Compensation reform if provided meaningful input and policy formulation representation. The reduction of benefits without preventative and incentive opportunities was viewed as a negative outcome and would be subject to opposition. There must be buy-in and input at all levels. Rated: certain and important.

2. City Council and City Manager

Both have been generally supportive of new and innovative law enforcement programs. The City Manager's Office has been instrumental in the formulation of personnel and systems to monitor industrial injury claims and thus should be expected to support Workers' Compensation reform efforts. Rated: certain and important.

3. Citizens groups

Recent media attention has served to educate many more citizens to the dire condition of the Workers' Compensation System. More people than ever are disgusted with governmental agencies that

seem to be riddled with waste and fraud. The public perception is primed for a complete overhauling and reduction of a perceived system unable to discourage abuse and uncover fraud. Rated: certain and important.

4. State Legislature

The State legislature has been plagued with an inability to act to solve public issues such as this.²¹ Support and legislative power is critical to mandatory implementation of programs and passage of laws to create incentives and suitable sanctions discouraging fraud. The Legislature and Governor's Office seem to be heading public pressure and media attention, which may serve as the best catalyst for meaningful change. Rated: uncertain and important.

5. Legal Community

This group will pose both threats and opportunities. A streamlining of the Workers' Compensation system will mean loss of income. Industrial injury specialties will not be totally eliminated, but should be substantially curtailed. Many in the legal profession are also proponents of fitness and wellness programs and can be expected to help in the effort to make positive reforms. However, we all realize that it only takes one attorney to file a law suit, and it seems California has no shortage of attorneys. This group can be expected to have those members who will look for snaildarters and exploit them in an effort to maintain our current litigation driven society. Rated: uncertain and important - *Snaildarter.

6. Medical Community

The mainstream medical community should be expected to be supportive of wellness and fitness programs that seek to keep people healthier. Financially, medical providers should be able to transition well from treatment to evaluation and prevention. Monetary considerations will remain available to the medical community as clients shift from obtaining treatment to obtaining regular medical exams along with nutrition and fitness advice. Those medical facilities that have chosen to provide unnecessary and abusive treatments will suffer . . . we hope. Rated: uncertain and important.

7. Private Insurance Companies and Municipal and State Co-operatives

Insurance companies will support efforts to reform the Workers' Compensation System as advantageous to their profit margin. Insurers representing about two-thirds of the property casualty insurance market now have special investigative units, up from about 50% in 1983.²² Many supplemental policies designed to provide benefits will still be available, however claims and costs should decrease. Rated: certain and important.

8. Unions and Political Action Committees (PACs)

PACs should be expected to oppose loss of benefits unless more attractive alternatives are presented in their place. This group should be expected to look for the snaildarter agendas when possible. They may prove to be a strong ally if program alternatives are presented and offered as in the best interests of represented employee groups. A win-win negotiations stance will be paramount to success with this formidable group. They should be

brought into the planning and decision making process early.
Rated: uncertain and important - *Snaildarter.

9. Public Employees Retirement System (P.E.R.S.)

Industrial injury retirements place a tremendous financial drain to the retirement system. As employees retire early, new employees are brought into the system to replace early retirees. The Public Employees Retirement System Board should be expected to be very supportive of programs to reduce early injury retirements.

Rated: certain and important.

10. Agency Personnel Departments

Personnel Departments are generally supportive of the direction of Council and City Management and should be expected to support return to work issues. The possibility does exist for conflict with stated job specifications and enforcement of wellness and fitness standards. The Personnel Department may be a potential snaildarter as it relates to the implementation of mandated wellness programs. Management should be prepared to justify bonafied occupational qualifiers (BFOQ) necessary to satisfy personnel job specifications and rules. Rated certain and important - *Snaildarter.

11. Media

The media should be a strong proponent of Workers' Compensation reforms, although it should be noted that they will be quick to point out management failures and boondoggles. The media will play a role in development plans to ensure support. As our employees enjoy a well earned positive image in the community, we have to ensure media knowledge and buy-in of standards and policies. Rated uncertain and important.

12. Political Candidates

The four year cycle of community minded reformers should be watched and anticipated. It is not out of the realm of possibility to receive opposition to new policies and programs in the absence of proven track records that may be vulnerable to attack. The political climate at this time suggests meaningful change is possible and should be supported. If management has completed well thought-out strategic plans and is generally supported by the media, candidates should be expected to be supportive.

13. The Commission on Peace Officer Standards and Training (POST)

POST should be expected to be supportive of reform in the Workers' Compensation arena. Their mission for providing professional leadership and support to law enforcement agencies would align them toward reform. POST could be instrumental in formulating minimum standards which later could be a basis for legislated reform. POST could be a potential snaildarter if their mission of establishing minimum standards to law enforcement is found to be an obstacle to those agencies who desire more stringent standards. Rated: certain and important - *Snaildarter.

14. California League of Cities

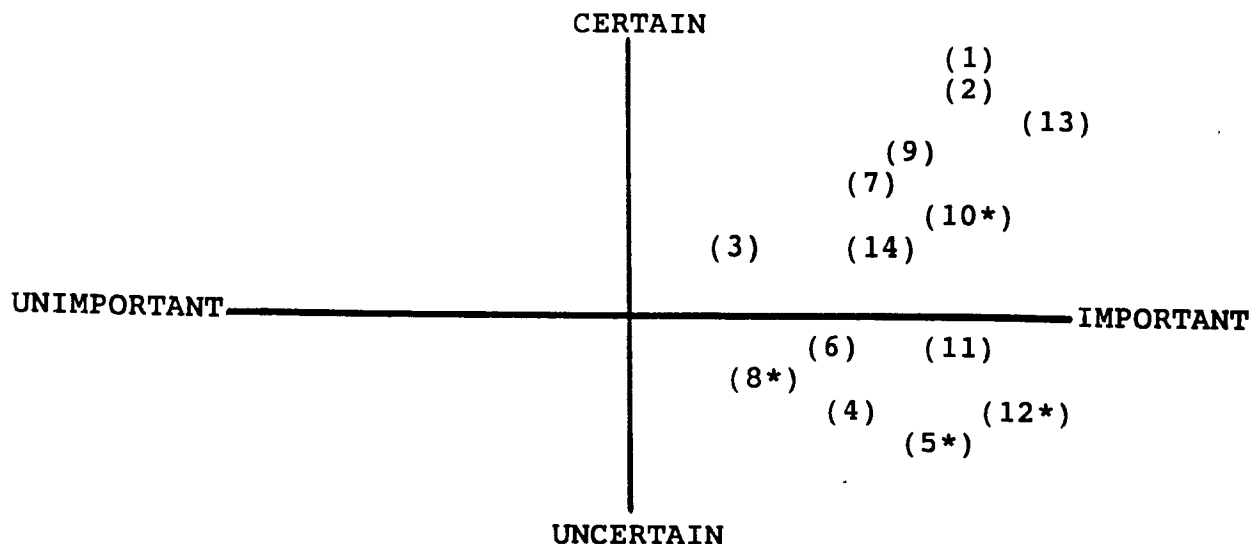
The league should be expected to be supportive and of valuable assistance in formulating guidelines and assisting with legislation. Opposition should be expected if wellness programs are tied to revenue sharing funds. Early involvement will be crucial to obtain buy-in and support. Rated: certain and important.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE PLOT (SAST)

The study now involves plotting each stakeholder's assumption on a SAST map. This is a valuable tool, as it allows the researcher and reader to visually determine the status and position of stakeholder and snaildarters. The plots are rated on the following criteria: (1) importance of the stakeholder assumption to the organization as well as the issue, indicated on the horizontal scale, and (2) the degree of certainty to which the researcher believes the assumption is correct (stakeholder will support or oppose), indicated on the vertical scale. Absolute certainty equals 100%, absolute uncertainty equals 50%.

The following plot map reflects the position that each stakeholder or snaildarter is assigned with respect to the issue.

Illustration 26



Legend of Stakeholders

"X" axis Importance of the stakeholder's assumption to the depart's management of the issue

"Y" axis Certainty/Uncertainty of the stakeholder's assumption

- | | |
|------------------------------------|-----------------------------|
| 1. Agency Staff and Administration | 8. Unions and PAC's |
| 2. City Council and City Manager | 9. Local & State Insurance |
| 3. Citizens Groups | 10. Personnel Departments |
| 4. State Legislature | 11. Media |
| 5. Legal Community | 12. Political Candidates |
| 6. Medical Community | 13. Commission on POST |
| 7. Insurance Companies | 14. Calif. League of Cities |

The above plot map identifies stakeholders and *snaildarters as discussed. As is evident all stakeholders have an important role affecting the issue. Some predictions are uncertain and a few (as indicated by *) are perceived snaildarters as previously explained.

ALTERNATIVE STRATEGIES

After a rating process the top three strategies were chosen to assist the Lodi Police Department in achieving it's micro mission. The three strategies are as follows: (1) develop a plan to include elements of fitness, wellness, incentive, and "other methods" found effective in reducing lost human resource time due to on-duty injuries in order to receive revenue sharing funds, (2) form an agency panel to review injury claims with emphasis on eliminating abuse or fraud, and (3) cash awards or other incentive programs making normal service retirement more attractive. The strategies are listed in their order of importance.

Policy Considerations

Policy development is based upon implementation of the hypothetical scenario to obtain the desired future. The policies were designed by the author to promote the reduction of lost human resource time by employees due to injury/illness by the year 2003.

It will be the policy of this agency to:

- o Provide a working environment which reduces the risk of injury/illness where ever possible
- o Provide on-going staff training in injury/illness prevention
- o Provide command level training to insure managers are knowledgeable and current with workers' compensation law and innovative method to prevent and reduce lost human resource time due to on-duty injuries.
- o Provide creative incentives for injury/illness avoidance.
- o Be able to measure effectiveness of management efforts to reduce lost human resources time due to on-duty injury/illness.

Strategy 1

Develop a plan to include fitness, wellness, incentive, and "other innovative programs" which may be found to be effective at a later time, designed to reduce lost human resource time as a result of on-duty injuries.

Difficult decisions are often born out of fiscal necessity. The evidence supporting the positive results of fitness and wellness, incentive and other programs is undisputable, however most agencies have no such programs. It is apparent that the only real opportunity to obtain standards on a large scale would be to tie state revenue sharing funds into the equation. Policy-makers would then find few obstacles to instituting standards, rather than explain why important funds were lost due to inaction.

This alternative was favored by the panel of three because it could be implemented in an incremental manner (by legislative mandate) which allowed the agency to formulate the types and scope of programs that would meet minimum standards. This alternative would have the greatest impact by creating incentive and sanctions that are very valuable to policy-makers at all levels.

Advantages

- o The total wellness concept which can include regular physical fitness, nutrition, medical check-ups, and mental well being attention and training is a proven method of increasing production , longevity, and prevention of injury and illness.
- o Training programs that stress prevention of injury and illness through wellness and fitness concepts are popular concepts with many in law enforcement, especially with officers employed within the last ten years.
- o Such programs are proactive and innovative in determining hidden problems that often go undetected and now are helped.

- Some programs already exist that have some elements useful to building a comprehensive program.
- A strategic plan places responsibility for action and at some point results are needed to satisfy plan requirements.
- As the agency works together to build a program that meets plan requirements and agency needs, a stronger team is developed.

Disadvantages

- Some city leaders may be concerned with the forecast and possible hidden costs associated with a comprehensive program such as this.
- The onset of any new physical activity has the potential to produce additional injuries, regularly scheduled physical exams can reveal injuries that may have gone unreported. Initial cost increases may strain resolve of leaders to continue the strategy.
- Funding may be nonexistent or may be diverted from other department programs which are also valuable.
- Some in the organization will resist for varied reasons: physical fitness training at any level scares them, medical exams may be perceived as an unwarranted intrusion into their personal lives, and others will simply resist change for no other reason.

This alternative has the potential to be acted upon in the absence of enabling legislation. It does recognize the advantages of a local agency's level of resolve to impact programs as financial strings are attached. However it was felt that the best chance for success was for the Lodi Police Department to implement a plan incorporating elements to the strategy.

Strategy 2

Form an agency panel to review injury claim reports with an emphasis on eliminating abuse and fraud.

Advantages

- Responsibility for oversight is given to the department to eliminate fraud and waste rather than shuffled off to another city department or third party administrator.
- An agency panel will deter many who would have otherwise sought to take advantage of the system. It becomes more difficult to abuse a system that your co-workers have oversight responsibilities.
- As department staff work toward eliminating waste, public confidence in the system should improve.
- Oversight review will help the workers' compensation system to be more cost effective.

Disadvantages

- The agency's staff confidence in management to bring about meaningful reform and then follow through with on-going oversight may be tenuous.
- Some will oppose the creation of yet another department committee (panel) arguing that more committees detract from the real mission of law enforcement.
- Some will argue that oversight control should be at the city administrative level to be more effective.
- Staff may feel fear and apprehension with "big-brother" looking over their shoulder.
- With closer oversight and a departmental panel, some may feel that legitimate claims will be denied.
- The cost of forming a departmental panel and providing meaningful oversight may be difficult to find.

Apprehension continues to plague the confidence in meaningful reform at the State legislative level, therefore we may find that real reforms are accomplished at the local level first. The Workers' Compensation system will continue to be a financial drain until we are able to gain control of a system at our agency level. To a large degree, those controls must come from the grass-roots to demonstrate resolve. The formulation of an oversight panel of

review will be critical to the future of meaningful reform.

3. Cash awards or other incentives making normal service retirements more attractive.

Advantages

- Reinforces the value placed on normal service retirements as opposed to medical related retirements.
- This strategy sets an agency tone which supports injury free longevity.
- Staff are empowered by having a valuable goal to strive toward.
- As the normal service retirement becomes more attractive some abuse and fraud will be eliminated.
- Currently all the incentives appear to be on the side of on-duty injuries which result in medical retirements with tax free benefits, lump-sum settlements and lifetime medical coverage. This incentive rewards injury free employees who receive normal service retirements.

Disadvantages

- City leaders may not want, or be able to fund extra cash awards and incentives.
- Legal challenges may arise from public watch-dog groups concerning unnecessary gifts of public monies.
- An additional tracking system will be needed to determine eligibility of retirees.
- Meet and confer steps may be necessary with employee unions to establish ground rules for eligibility.

The Gold Watch at the end of thirty years, pales in the face of industrial injury retirements. It is imperative that normal service retirements be more lucrative than injury retirements. Even with sanctions and reduced benefits there will still exist the temptation to "pull the plug early". The message has to be sent that we reward longevity and avoid early outs whenever appropriate.

This alternative is a positive method of rewarding longevity and discouraging early industrial injury retirement. Specific guidelines and controls will be necessary to implement.

PREFERRED STRATEGY

Strategy number one (1) was selected by the author for implementation. This alternative was selected primarily because it makes the most comprehensive effort to address the issue and sub-issues, and also allows for implementation of elements of strategies two (2) and three (3) due to its comprehensive approach. It should be noted that the incremental approach to implementation is advantageous to total program success. Law enforcement managers must all be willing to not only make the popular decisions that will win favor, but the Workers' Compensation system depends on our collective ability to make those hard decisions that may be met with differing levels of opposition. Some present day programs contain elements of fitness, wellness and incentive programs to reduce on-duty injuries. The concept of mid-sized law enforcement agencies adopting comprehensive strategic plans which include all elements of these methods will be a growing trend by the year 2003. The ability of agencies to effectively combine innovative methods and measure their accomplishments is critical to the difference between merely having a program and changing the future of how law enforcement managers obtain the most from their most valuable human resources.

IMPLEMENTATION STRATEGY

Once the direction has been charted the author and three colleagues, using the Modified Policy Delphi Technique determined

the strategy for reaching the final destination. Two key factors are predictability and resistance. The identified key stakeholders must be consulted and brought into the planning process early-on. They must support and be key players in the final outcomes. This process can take many forms, but most accurately is described as a method of negotiations. The Win-Win model of negotiations must be a goal to a successful outcome. The incremental approach may be most valuable in stakeholder buy-in.

The selected alternative involves stakeholders that all have something to gain and something to loose. The stage has already been set with media and social outcry to fix the system. The Governor has held the Legislature in special session with an edict to fix the problem.

The steps to implementation are as follows:

- 1) The Chief will appoint a program advisory committee to be comprised of formal and in-formal departmental leaders. He will also ask members of the City Manager's staff responsible for workers' compensation management and representatives of the city's third party administrator to join the committee, with the City Manager's approval. The committee is tasked with evaluating the issue and sub-issue with emphasis on implementation strategies for the selected preferred strategy.

The committee will be given six months to discuss the issue and return to the Chief with it's draft recommendations. The committee report will be presented to the Chief during the normally scheduled staff meeting, August 10, 1994. No costs are anticipated for this phase other than staff time required to meet.

- 2) The Chief appoints a management team to begin the process of implementation of the selected strategy, after the committee report is tendered and staff debate has followed. In the Lodi Police Department it is critical to give staff members the opportunity to vent, to disagree, and at varying levels express their opinions. No program can be created in a vacuum and in this department's often lively debate produces the best results that are later supported and successful. The team also knows that it is tasked with implementing the preferred strategy, however, it is important to gain as much input and discussion as necessary.

No costs are associated for this phase other than normal staff time. The Chief will give the management team until February 10, 1995 (one year), to complete it's findings and submit it's recommendations.

- 3) The management team along with the first committee, will meet and discuss the final recommendations. They will then, as a group, present the final strategy to the organization during the first scheduled monthly training meeting. The Chief will show his support for the project by pledging his total participation in all aspects, as with everyone else.

By this point the Chief has already had discussions with the City Manager and council to gain approval for funds necessary to start the project for one year. As the president of the Police Officer's Association is a team member, adequate time and previous discussions for meet and confer requirements will have already occurred and Memorandum of Understanding (MOU) requirements been met.

The anticipated funding is as follows:

- o \$__- 0 -__ First year funding will be nothing other than staff time. 1994-1995 budget year.
- o \$8,000 Second year funding for wellness, fitness, and injury reduction training. 1995-1996 budget year.
- o \$10,000 Third year funding for wellness check-ups annually. 1996-1997 budget year.
- o \$29,000 Fourth year funding for purchase of departmental gym equipment (10,000) and injury avoidance incentives (9,000). Continued wellness check-ups (10,000). 1997-1998 budget year
- o \$19,000 Fifth year funding for continuation of wellness check-ups and injury avoidance incentives. 1998-1999 budget year.
- o \$ 66,000.00 Total program cost first five years.

- 4) Organizational follow-up and measurements are designed to determine program effectiveness as it relates to cost analysis and compliance to law. A program that works for agency A, may be totally ineffectual in agency B. However, it is crucial that both agency A and B have follow-up and measurement devises in place to evaluate the effectiveness or non-effectiveness of a program.

During the project's first five years the management team will meet quarterly in order to:

- o Assess effectiveness of the program by comparing pre-program statistics for on-duty injury costs and recovery time as compared to first year results.
- o Replace team vacancies as they occur.
- o Determine if additional in-house training is needed.
- o Meet with city hall workers' compensation management team to continually up-date and exchange information on progress or set-backs.
- o Explore alternative sources of funding to enable the program to be self sufficient and not dependant on general fund expenditure.

During the second five years the management team will intensify the programs measurements to insure that departmental goals are being met. During this time the management team will be looking specifically at program modification, elimination, or continued progress. The emphasis is not to become married to any one program which may not be performing to expectations.

Recommended Strategy

The previous efforts of this project have been devoted to scanning research in an attempt to forecast a future state for the Lodi Police Department efforts to reduce lost human resource time as a result of on-duty injuries. Many of the strategies discussed depend upon the political system in this California to take affirmative action and legislate meaningful law to assist agencies in reform efforts. Recent efforts by the Governor and Legislature show promising signs of bipartisan corporation to solve the worker's compensation problem. However, it is not in an agency's best interest to wait for the state to solve our local problems.

We in law enforcement can certainly continue to watch, prod and when the opportunity presents, apply pressure through various forms to bring about reform legislation.

The time for law enforcement managers to begin transitional management is now. Command staff can not stand idly by as our agency budgets are consumed by worker's compensation claims which until now, management at the departmental level has done little to control or even analyze. State-wide legislation and total system reform are definitely needed, but law enforcement managers cannot wait for that to occur.

Law enforcement agencies must look to proven and promising methods to reduce injury claims and return those injured workers back to productive members of the organization quickly. We must develop systems and programs designed to meet this goal. The immediate need is to begin the process of gathering together agency and local stakeholders to form the critical mass of individuals necessary to implement our strategies.

- 1) The development of fitness and wellness programs.
- 2) The enactment of departmental policies and procedures designed to reduce costs, eliminate abuse and fraud.
- 3) The establishment of incentives rewarding claim free employees and normal service retirements.
- 4) The establishment of a task force committed to futures planning, on-going over-site, and meaningful change.

TRANSITION MANAGEMENT

The transition management plan involves a series of action steps to obtain support, or anticipate and overcome obstacles from critical stakeholders identified in the previous research. The plan enables managers to get from the present state to the future state. The author and three previously identified colleagues working as a focus group considered the critical mass of individuals necessary to implement a comprehensive plan of reducing lost human resource time due to on-duty injuries by the year 2003. In order to accomplish transitional management within the Lodi Police Department, it was necessary to narrow the list of fourteen stakeholders which were identified during the strategic planning process. This reduction is necessary to address the changes the Lodi Police Department can realistically manage. This does not diminish the importance of state-wide commissions, lobbies and law-makers, but emphasizes the stakeholders necessary to implement change in Lodi or other similar departments. It is anticipated that the following stakeholders will have the most impact and influence to the agencies transitional management plans.

The following group is the critical mass necessary to actually implement the strategy. In any complex change procedure, there is a critical mass of individuals or groups whose active commitment is necessary to provide the energy for change to occur.²³

1. Chief of Police
2. Lieutenant, Mid-Management Association
3. President, Police Officers Association
4. Administrative Assistant to City Manager
5. Personnel Director
6. Chief's Designated Project Manager

As the above critical mass was identified, it is essential to

identify the members commitment to the proposed changes. The Commitment Chart (Illustration 24) identifies their present position and the desired position. The listed categories are Block Change, Let Happen, Help Happen, and Make Happen. The chart shows the current position of each stakeholder as well as the desired position the stakeholder should occupy.

Commitment Chart

Illustration 27

CRITICAL MASS	BLOCK CHANGE	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
POLICE CHIEF		X ----->		O
LIEUTENANT		X ----->	O	
PRESIDENT (POA)	X----->		O	
Admin. Asst. (CM's OFFICE)		X----->	O	
PERSONNEL DIRECTOR	X----->		O	
CHIEF'S PROJECT MANAGER			XO	
X = Present Position				O = Desired Position

It is apparent that five of the critical mass stakeholders will need to be moved to the desired position to make the management program effective. The following paragraphs are discussions of each of the stakeholders, their level of commitment and what the anticipated strategy is to move them to a desired position.

Critical Mass Identification

CHIEF OF POLICE:

The Chief of Police, as the department head, has the ability to force change. For this type of organizational change the Chief

is better positioned as a facilitator to formulate and assist in the transitional process of change. The Chief needs to be a consensus builder and be viewed as one who is listening to all concerns without preconceptions or bias. The Chief should designate a representative to query agency staff and facilitate meetings concerning program perceptions.

LIEUTENANT, MID-MANAGEMENT ASSOCIATION:

By virtue of this Lieutenant's unique role as both a formal and in-formal leader, he has the distinct ability to help change happen. The Lieutenant must be very sensitive to the morale climate of the department. The Lieutenant should not be expected to block change and should begin in the let change happen mode but given the right plan, should be expected to move to the help change happen mode. The Lieutenant, and eventually management and line officers, will need the perception and eventual reality of a win-win situation which they undoubtedly will see with workers' compensation reform which is to their advantage.

PRESIDENT, POLICE OFFICERS ASSOCIATION:

The Police Officers Association should be expected to block change when benefits and working conditions appear to be threatened. Current trends do indicate a push toward limiting workers' compensation benefits and almost all agencies are struggling with cutting costs in every arena. Police unions have enjoyed a unique position along with other public safety units that have, until recently, been perceived as government's untouchable "sacred-cows". This trend is shifting. Police officers are being laid-off, departments are restructuring and downsizing, services

are being cut. In order to survive, unions must assist in positive revenue saving areas such as workers' compensation reform. Their traditional role of employee arbitrator and watchdog will need to expand to a more global perspective of guardian of the overall system to protect their members. The President of the Police Officers Association (POA), will have the ideal opportunity to be a critical player in this process. Being involved in the early planning stages should provide some comfort level for the POA membership that they have a voice in shaping the program for the best interests of their membership. The POA President is well respected within the POA and with management alike. He is a thoughtful and analytical person who has the reputation of being a "cool head", his contributions and buy-in will be critical to strategy success.

ADMINISTRATIVE ASSISTANT TO THE CITY MANAGER

This individual works directly out of the City Manager's office and he is responsible for oversight of the city's workers' compensation delivery and third party administrator liaison. He has expressed his interest in new innovative programs which could assist each city department better regulate their own workers' compensation liability. He should prove of invaluable assistance due to his experience and expertise.

PERSONNEL DIRECTOR:

The potential exists for the personnel director to assist as an innovative change agent. The personnel director can block change, but if brought into the process early can be expected to help change happen. The City Manager office, by virtue of his

administrative assistants involvement and commitment, will be of great assistance in this area to provide direction and priority in opening the door for discussion and consensus. The personnel department must be convinced that human resources management is enhanced by strategically planned workers' compensation reform. Once moving with the effort, personnel staff can be of valuable assistance.

CHIEF'S PROJECT MANAGER

The Chief will need to appoint a project manager to actually facilitate meetings, maintain direction and continuity, and prepare reports and review progress measurement instruments. This decision would be entirely the Chief's to make. The project manager is expected to maintain the help change happen mode.

Transition Management Structure

After the Nominal Group (NGT) forecasting process identified the critical mass and the actions necessary to begin implementation, it is now important to identify the project management team. This team is necessary to work through the various tasks of determining how to best implement the preferred strategy. The team members are selected by the project manager and represent the diverse employee groups of the department, both line and staff. The team members will work in committee in addition to the identified critical mass members. The selected team members will participate in addition to their regular duties and all members consent and voice commitment about working on the project.

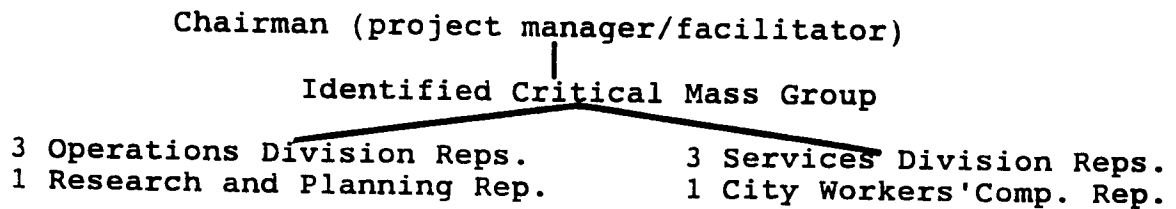
The Chief and City Manager will remain very visible throughout the management process. These respected leaders must demonstrate

a strong sense of commitment to the project.

1. Determine the ground rules for the task force operations and mission. Establish authority and lines of communication.
2. Provide for methods of cost analysis and projection.
3. Develop a method of evaluating data and technologies.
4. Determine the manner by which the department, public and media are to be informed about the process of the program. One person should act as spokesman. This can be modified to address specific areas with group consensus.
5. Provide for timely feedback to team members on agreements and progress.
6. Determine measurement criteria to track progress and quantify results. Does it work, or not.

The following organization chart illustrates how the management team can be structured.

Illustration 28



Responsibility Charting

To insure task force objectives are assigned and followed, a Responsibility Chart is employed. This provides a view to members of the group as to responsibility assignments and progress toward completion. All critical mass group and team members should obtain consensus as to charting responsibilities and questions should be clarified as early as possible. There are four areas of consideration: Responsibility, Approval, Support, and Inform (RASI).

Responsibility Chart

The responsibility chart is a tool for groups to use in organizing and clearly establishing responsibilities of it's members. The value of the chart is in assisting the group to gain consensus concerning individual member responsibilities and in determining if one or more members are overloaded with responsibilities, or the opposite.

Illustration 29

	Chief	Liuutenant	Project Mgr	Admin. Asst.	POA, Pres,	Personnel Director
Tasks						
Form Task Force	A	I	R	I	I	I
Authority Chain	R	I	S	I	I	I
Evaluate Ideas & Technology	S	I	R	S	S	S
Budget Review	A	I	R	S	I	S
Project/Policy Implementation	S	I	R	S	S	A
Info. Release	A	R	A	S	S	S
Staff feedback & Conduit use survey, etc.	I	R	S	S	S	I
Team Building	S	S	R	S	S	I
Training	S	S	R	S	S	I

R- Responsibility
A- Approval (Right To Veto)
S- Support (Put Resources Toward)
I-Inform (To Be Consulted)

Supporting Technologies

The task force having been formed and orientated as to issues and mission, must now determine methods and programs designed to educate the staff, and later the public. All will receive information outlining the various issues bearing on the workers' compensation project. The challenges and benefits will be noted, along with the necessity to change the way we at the Lodi Police Department do business. The task force should not assume that everyone will share their views and necessity to change from the status quo. They should expect some confusion and outright opposition.

We must anticipate that with change comes uncertainty and with uncertainty anxiety will follow. We are fortunate that this issue has received tremendous attention. The business community, the media and public want meaningful change and in some areas are demanding it. This situation will assist the task force in obtaining timely literature, video-tapes and recent case law aimed at this very issue. We anticipate the use of interactive video programs that will take an employee through the maze of workers' compensation law, fitness or wellness techniques, and injury avoidance. All of these sources need to be brought into play to dramatically underscore the timeliness and importance of the worker's compensation issue.

The beginning process will involve a strategic plan aimed at identifying the important actors and their respective roles leading to program implementation. Plans to control rumors, which we in law enforcement all know can mean the demise of beginning projects as staff perceptions are skewed. Plans to control and direct time-

lines and goals will keep the task force focused. Plans to disseminate information within the group, affected stakeholders and the public will ensure consistency and plans to measure fiscal impacts will quantify short and long-term outcomes. The challenge will be to equitably distribute assignments and workloads in order to avoid overloading some and neglecting others.

Conflict Management

As the task force progresses through it's tasks, there must be a system to address conflict. The very nature of shared responsibilities invites a degree of conflict and tension. Some conflict can be healthy if constructive and confined to professional debate, however unmanaged conflict which results in personal attacks and divisive actions will only serve to undermine the teams efforts. Emphasis must be directed toward consensus and unity if project goals are to be realized. All members must remember that they share a common mission. The commitment to improve the agencies worker's compensation system must remain paramount. The project managers role of facilitator may prove important to insure conflicts are dealt with professionally and not as personal attacks. The project manager may need to display firmness to demonstrate resolve at staying on issue.

Short Range Checkpoints and Long Range Mission

It is critical that short range check points be established early to measure task force success or failure. It is important to keep all task force components continually up-dated on group progress toward goal accomplishment. As goals are reached, the group will constantly evaluate progress toward future outcomes.

The group must continually be reminded of the mission, share a common vision and complete tasks toward the future desired state. As tasks are accomplished and goals reached, some type of celebrations should occur. Members of the task force should be reminded that their efforts and sacrifices are important and appreciated.

An example of tracking progress may include something similar to this illustration.

Illustration 30

	1994	1995	1996	1997	1998	1999
Program Costs						
*Medical						
*Claims						
*Legal						
*Staff Time						
*etc.						
Employee Time Lost						

Section Summary / Transitional Management

This section has looked closely at the forecast ability to institute change within the Lodi Police Department. We have discussed the method of transitional management as we analyzed the critical mass needed to bring about that change. The members capabilities and responsibilities were identified and the management structure was demonstrated.

The agency has two primary concerns and challenges as they relate to the management to worker's compensation claims, by the year 2003. The concerns are (1) providing the most equitable support and coverage to employees who legitimately requires

services after being injured on-duty and (2) saving human resource time lost and costs wherever possible to reverse the trend of unmanaged worker's compensation costs that threaten municipalities, private business and all of us in law enforcement.

The City of Lodi's Workers' Compensation Liability for fiscal year 1991-1992 was slightly over \$300,000.00, and that figure does not include the various indirect costs of staff time, outside legal and investigative services, and the loss of human resource time. General fund budget money, if disbursed between the Police Department, Workers' Compensation Liability Fund and Human Resources Departments Accounts, can fund the beginnings of a strategy that can save the city much more than invested.

Conclusion

Some may conclude that the adoption of a fitness, wellness or injury avoidance program is nothing new, and in their separate parts this would be a correct conclusion. However, if the past has taught law enforcement leaders anything, it is that disjointed programs without a comprehensive plan to tie them together and continually monitor and measure their performance are often doomed to failure. Mid-sized law enforcement agencies are viewed by some as not having the resources to institute a comprehensive injury/workers' compensation plan such as this. That thesis is simply not true! Mid-sized law enforcement leaders can look to the future and see that they can change future forecasts of rising injury costs and lost human resources time if they begin strategic planning to implement a comprehensive plan, not just another program.

What methods will a medium sized law enforcement agency utilize to reduce lost human resources time by employees injures on duty by the year 2003? Have we adequately answered that question through the proceeding research and analysis? The answer is yes.

- o Law enforcement managers need their human resources and want to avoid injuries or reduce injury recovery time whenever possible to have an effective organization.
- o Law enforcement managers realize that it is critical to the implementation of change to build organizational consensus, negotiate final outcomes and find what combination of solutions works best for your agency.
- o Once the problem has been adequately identified and the analysis completed, command staff needs to determine the course needed to implement the change. In our case change is accomplished by identifying the critical mass, establishing responsibilities and establishing on-going communication with the entire organization throughout the planning and implementation process.
- o A plan of measurements and on-going oversight is put in place to measure success or failure. This process assists in determining if one or more components of the plan need fine-tuning or elimination.
- o The time-line for completion of the strategic plan may be considered long (1 year). However, the actual implementation of a comprehensive program such as this will proceed over the course of ten years. This is truly a systemic change within the organization. It is not merely another program to be sent out on memo. Meaningful debate, discussion and review of the plans components will take time. A year may seem long to complete the final plan, but when considered in the scope of ten years becomes more acceptable.

Given the research and planning process this issue will be examined by the command staff of the Lodi Police Department. It is important to note that the individual components of the strategic plan are not the critical tools to achieve success. Command staff may find that through the planning process one or more components are discarded for various reasons, such as the fitness component is

reduced from the implementation of standards to a voluntary program. Law enforcement managers must remember that the focus of this research is not to implement fitness standards within the agency. The focus is to reduce lost human resource time as a result of on-duty injuries.

Have we answered the sub-issues previously posed? It appears that much of what was just discussed does answer the four sub-issue questions.

1) **What will provide better claims management?**

The establishment of on-going claims review at the agency level will ensure employees receive benefits and follow-up will continue to determine when the employee can return to full or modified duty. The department project manager may gain the reputation of the department's workers' compensation czar. The implementation of the five year budget and associated comprehensive programs will ensure necessary recognition is given to this issue today and well into the future. The second five years will provide data review to modify or eliminate programs not performing to organizational goals.

2) **What will minimize on-duty injuries?**

Many injuries are simply unavoidable and others require only minor first aid. What we are concerned with are those injuries that were preventable. It has been shown that the best way to avoid preventable injuries is to get the employee thinking about safety as often as possible, to create an organizational climate of safety and injury avoidance. Having a strategic plan on injury avoidance which includes wellness and over-site components should have more employees thinking safety and avoiding injuries. The

establishment of organizational specific fitness and wellness programs, along with injury avoidance incentives and close management oversight will produce positive results.

3) What will reduce injury claim abuse and fraud?

The largest deterrent will be that much of the claims reporting and follow-up will now be at the departmental level. The knowledge that department level over-site will occur may discourage some who might have otherwise reported a fraudulent claim. Departmental wide training for all staff (line and management) will increase awareness and discourage abuses.

4) What will promote claims avoidance and faster injury recovery?

Claims avoidance will be remedied in creating an organizational climate where claims avoidance is rewarded along with faster injury recovery times. We will now have a departmental oversight committee to continually review claims and recovery progress. Every effort will be made to return the employee back to full or modified duty as soon as appropriate.

Recommendations

The focus of this work has been directed to what method a medium sized law enforcement agency (Lodi Police, not a fictional department) will utilize to reduce lost human resource time of employees injured on-duty by the year 2003. Much of the data reviewed throughout this research has been workers' compensation law which has changed during the writing of this paper, and it will be critical that the project manager and oversight committee continually up-date themselves on changing workers' compensation laws which can be expected to be different by the time this paper

is published.

As aptly noted in the book Reinventing Government, the entrepreneurial government searches for more efficient and effective ways of managing. It is willing to abandon old programs and methods. It is innovative and imaginative and creative. It takes risks. It turns city functions into money makers rather than budget busters. It eschews traditional alternatives that offer only life-support systems. It works with the private sector. It employs solid business sense. It privatizes. It creates enterprises and revenue generating operations. It is market orientated. It focuses on performance measurement. It rewards merit. It says "Let's make this work", and it is unafraid to dream the great dream.²⁴

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